THE SURVEY

MIDMONTHLY

MAY 15, 1925

Unwanted—and Delinquent?

Miriam Van Waters

Boston on the Brink

Robert W. Kelso

Keeping Rural Nurses Rural

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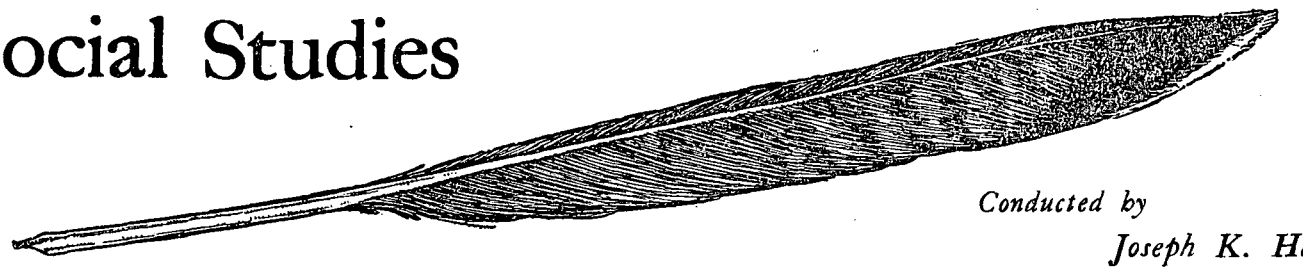
Social Studies



Conducted by
Joseph K. Hart

Keeping up with Progress

THE population of this footstool has been classified so many times that we may consider it immune to further pain, and therefore able to submit without shrinking to one more classification. This one shall be with respect to our human attitudes towards science. In this somewhat novel procedure, we shall coerce our facts so as to provide for exactly three classes, to-wit: first, those who know nothing about science, care nothing about it and "get along mighty fine without it"; second, those who know something about science, are committed to a scientific outlook and attitude, and hold themselves ready to do anything that will forward the scientific understanding of life and the world; and third, those who "make it a point to keep in touch with science, in order to be in a position to show it up" at regular intervals. The first group and the second are quite within reach of the human understanding; but the third group seems composed of perverse and refractory materials.

It is likely, however, that this third group is quite as decent and human as the others. But it is probably suffering from a more or less permanent fatigue: physical fatigue, including dullness of the nerves; intellectual fatigue, including loss of sensitivity of the rational powers; and moral fatigue, including that weariness which Hamlet felt when he exclaimed:

"The time is out of joint; Oh, cursed spite, That ever I was born to set it right!"

Progress is a most tyrannical taskmaster. Those who refuse to be bullied by his commands may have a fairly equable time of it; those who have the energies with which to render swift obedience to his commands have an abundant and varied life; but those who can neither ignore his commands nor obey them—what shall be their mode of life? After having tried to understand and obey—until their nerves and intellects and wills are frayed with fatigue, what is there left for them to do but to denounce the taskmaster, to decry him from the housetops, and, if possible, to pass laws releasing the race from all responsibility to his commands?

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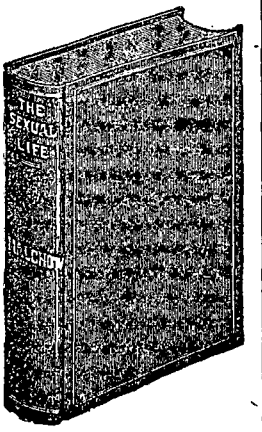
Tell Your Boy and Girl the Truth



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THE SURVEY

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The Gist of It

BOSTON, standing with reluctant feet etc., is taking a long look at financial federations before deciding finally whether she wants one of her own. Mr. Kelso, secretary of the Council of Social Agencies, takes occasion to comment on the country-wide status of the federation movement in a way that should provoke lively discussion (p. 209).

WHEN the Supreme Court handed down its decision nullifying the authority of the Kansas Industrial Court The Survey turned for an interpretation (p. 213) to J. M. Landis, research fellow in law at the Harvard Law School, an associate of Felix Frankfurter in contributing to law journals, who studied the decision in the Michaelson case for The Survey on November 15, 1924 (Labor's New Day in Court).

"BILL" MATTHEWS, who sets down his faith as a social worker (p. 214) is, of course, director of the department of family welfare in the New York A. I. C. P.

THE MAY ISSUE of Survey Graphic was advanced in date for the sake of publication at the time of the International Town, City and Regional Planning Conference in New York. A staff writer reviews the conference briefly on p. 216, and further articles dealing with some of the significant material there brought forward will appear in succeeding issues.

IF the rural nurse is the cornerstone of rural public health work, and she won't stay put, what are you going to do about it? That is the puzzle propounded by Dr. Palmer, now of Springfield, Illinois, whose long service up and down the state makes him an authority (p. 222). Aimée Zillmer, who tells on p. 226 how a group of nurses took their own medicine, is a lecturer in the bureau of communicable diseases in the Wisconsin State Board of Health.

THE SPIRITED discussion of the relationship between unplanned families and child delinquency which Miriam Van Waters contributes (p. 228) was presented as a paper at the International Birth Control Conference in New York. Miss Van Waters, the author of Youth in Conflict, is referee of the Juvenile Court of Los Angeles. Another aspect of family limitation is presented by Mr. Glassberg of the Jewish Welfare Society of Philadelphia (p. 230).

GASOLINE GYPSIES and church federations have both given Ross W. Sanderson of Wichita, Kansas, texts for lively contributions to recent issues of The Survey. On p. 229 a staff writer gathers up some fresh evidence as to the gasoline gypsy enigma, and on p. 233 Mr. Sanderson concludes a series of articles on the social opportunity of councils of churches.

VOLUNTEERS in Dayton are regarded as a good investment by the social agencies acting in concert through the Community Chest. Helen M. Currier of the Dayton Research Association tells how (p. 236).

PROFESSOR of educational sociology in Teachers College, New York, Daniel Kulp takes some recent remarks of Dr. Hart as his springboard and develops his own view of adult education, un-ltd. (p. 242).

THE second of two articles by G. D. H. Cole on the growth of the movement for workers' control appears on p. 244. Mr. Cole, we repeat, is a leading exponent of the new unionism.

WALTER NELLES reviews with welcome clarity (p. 247) the essentials of the controversy over the injunction as a tool in the handling of labor disputes, with special reference to the legislation which the Illinois State Federation of Labor has been urging in the hope of curbing its use. Mr. Nelles, a lawyer long associated with the defense of hard-pressed civil liberties in America, has been studying the labor injunction as a piece of research financed by the American Fund for Public Service.

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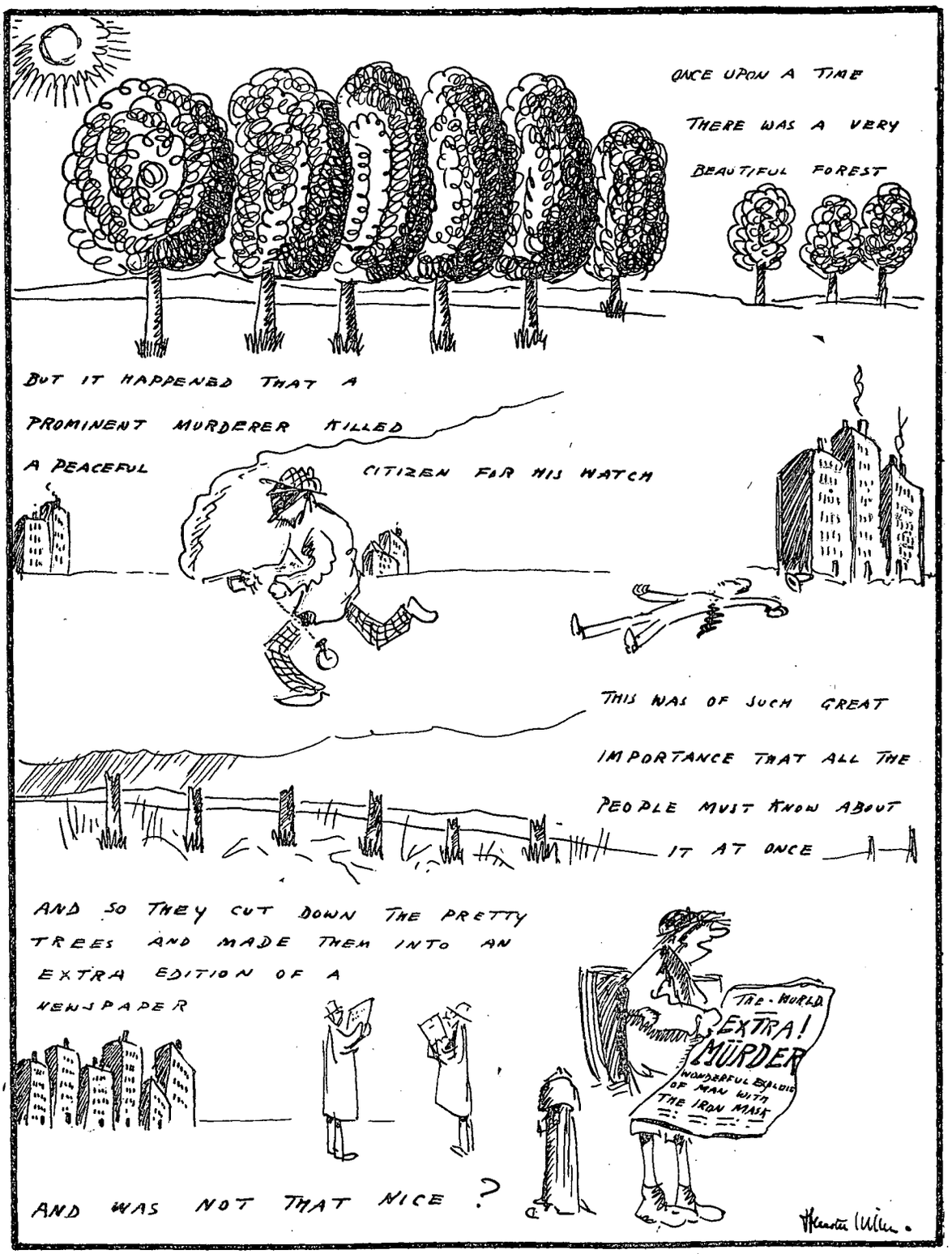

By Hendrik Willem Van Loon

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THE SURVEY

MIDMONTHLY

May 15
1925

Volume LIV
No. 4

Boston on the Brink

Taking a Long Look at Financial Federation Before She Leaps

By Robert W. Kelso

ALL the world knows and loves Grumpy, that crusty old character of the stage. There is never a word or suggestion offered that fails to elicit a grunt or a grumble from Grumpy. Yet he is always in the van of progress. His is the skill; his the alert mind, the kind heart. Boston is like Grumpy. She is old and crotchety; opposed to every suggestion of change or reform; opinionated in public. Yet she is a dear old lady, with much sense; keeping herself modestly in the fore front of social progress. Wherefore we must look upon her manners as we do the manners of Grumpy, and say in the phrase of the scientists, "That? Oh! that is only her defence system!"

Boston social workers point to their long history of co-operation with the same pride and assurance that rings in the voice of a Hub guide as he waves his hand toward Bunker Hill. They are both Boston's own, but to a degree also they are the affair of the nation. Against what odds this will to work together has prevailed must be apparent to readers of The Survey, who remember the complexity of Boston social work as presented in the issue of June 15, 1924 (Benevolence: Boston Style). Some of her most venerable charities have never glimpsed the idea of team work. They stand today like boulders in the rapids of social service, troubling though not preventing the current of its progress.

Years ago the executives of a dozen societies interested in child care used to meet in monthly conference to talk over problems. After a time the spirit of interplay thus engendered broke out in a new direction and there was created the League for Preventive Work. Some seventeen agencies set up a central office in search of a more consistent program of constructive service. Though it was not apparent at the time, these chiefs of the work were groping their way toward federation. Each year of this period of change brought a clearer juncture and a happier accord in matters of public welfare legislation. By the fall of 1920 there was some impatience at the slow progress of the League and a good deal said about joint financing, though nothing came of the latter proposal. Obviously there was no general opinion in favor of such a step.

But the League—now seen in its true light as a stepping stone—was bound to lead on to something. Meetings were begun with intent to create a more effective central organization. A plan for a functional council was proposed and defeated. A second plan was drawn; this also was turned down. Finally a third scheme was submitted and the number of conferences broadened to include several new groups. This plan was finally adopted, so that in December 1920 the Boston Council of Social Agencies came into being.

It called itself a federation for united service. It was a correlating instrument purely, made up of two delegates from each social agency desiring membership, and was to include public as well as private agencies. In the first list there were 67 bodies, among them all the public health, relief and correctional boards of both state and city.

The first budget was to be $12,774, to be financed by goodwill offerings out of the treasuries of its member agencies, this total to include the salary of a paid executive, which was the chief point of contention upon which the previous plans had been wrecked. In no one of the four years during which the Council has operated have the contributions from member agencies gone above 60 per cent of the requirements. In the first year The Permanent Charity Fund contributed $5,000, and in each succeeding year has given $4,000. In 1924 a few individual gifts were necessary to meet the deficit.

Throughout its history this Council has suffered opposition from individuals who were disappointed in the organization or who have not sensed its purposes, but from the field of social work as a whole it has won loyal support. It has come toward the end of its cycle of experiment and in turn,

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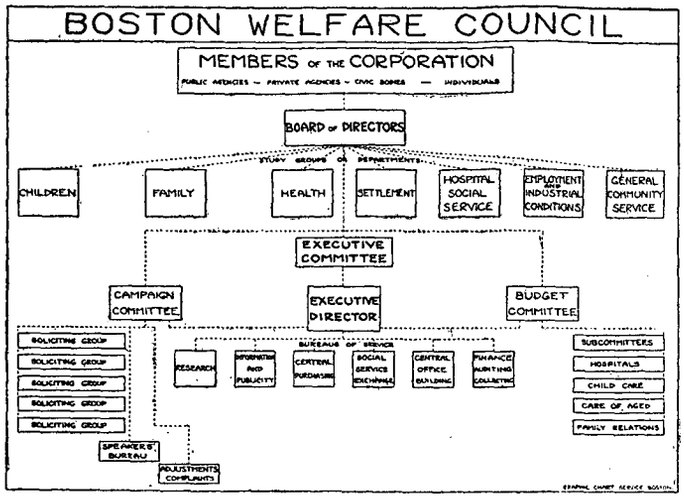


The elements of a plan for coordination in Boston as charted by the Chamber of Commerce committee

like the League for Preventive Work, is proving to be but a stepping stone to a further phase in the federation of social agencies.

Boston Council accomplishments during these past four years have been largely intangible. A few parallels of work have been brought into convergence through the atmosphere of cooperation which the Council has engendered. A few agencies have set about reconstructing themselves with the help of the Council. A few joint efforts to fill gaps in the general program of social service have been undertaken at the instance of the Council, such as a clearing house for children found shoplifting, or a plan for removing and rehabilitating street beggars. Much knowledge has been gained by the delegates of each member agency about the problems, the methods and the personnel of other societies. The broader aspects of community responsibility in social work have been voiced with some effect through the Council. Its seven departments or study groups are now busy puzzling out a statement of the basic principles which in their judgment should guide the operation of social work agencies. A purchasing bureau has been in operation for three years with marked advantages to its participating societies.

Yet these are all minor details of that one great improvement which the functional council has brought about, namely, a better appreciation of the whole social service program and a clearer view of its legitimate purposes.

The Chamber of Commerce Study

Two years ago the president of the Boston Chamber of Commerce appointed a committee to examine the Boston situation regarding the financing of social work and to recommend such improvements as they thought expedient. This committee came through a year without a report, at which time Howard Coonley, the new president of the Chamber, reconstituted it and sent it back to the field.

In October of 1924 a preliminary report was issued, finding conditions much as other studies of like kind have found them elsewhere. Two hundred and fifty-five active social agencies are receiving about $16,000,000 each year. Over $4,000,000 comes in as contributions. In a more intensive study, 133 of these agencies, serving a community of one million people, were found to be receiving about $2,600,000 in contributions annually.

A thoroughgoing tabulation of contributors' lists revealed 43,800 donors for these 133 agencies. Of these givers, 1 per cent gave about half of the total contributed.

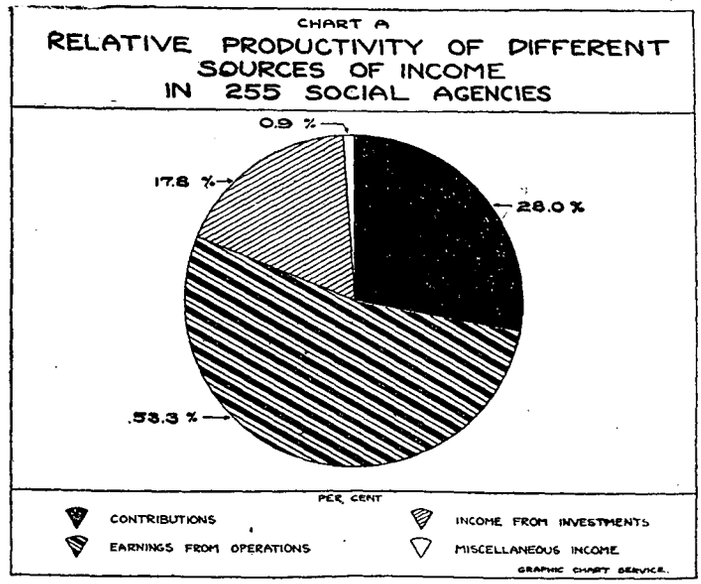
The societies compete against each other for these gifts. As to method they rely mostly upon the letter appeal. In a few instances the agency responding to the Chamber study was able to say what it had to pay in order to secure its donations, but for the most part no accurate accounting of such costs was kept and the agency was unable to guess at the outlay. The trend of the evidence indicated that the Boston percentage is somewhere near the corresponding estimates established by studies in other unfederated cities—somewhere between 15 per cent and 20 per cent of the total amount raised. If the 255 active Boston agencies are paying as much as 15 per cent in salaries, postage and supplies for their collections, the estimated minima to be paid out in order to secure their $4,000,000 in actual donations would be $600,000.

The study committee invited all the agencies into conference on the subject matter of the preliminary report. There was some discussion but chiefly an air of satisfaction with present conditions and a silence which felt like apathy.

But now comes the Chamber's Committee with a final report which contains a concrete recommendation calculated to set the whole national field of social work to thinking about this problem of federation. In substance they say, "we propose that the functional federation values already gained in Boston be taken as a foundation and that the plan be further extended by taking into it the givers and the general public in addition to the social agencies which constitute its present membership."

Of greatest interest in the proposal is the committee's analysis of the basic functions of a federation. They discard the idea of a community chest as a thing apart from the welfare federation. They advance as the primary object of the plan, a continuous effort to increase the effectiveness of social work by eliminating duplication, by harmonizing economies, by organizing service to meet needs found unmet, and to bring about a better accord among agencies and a better vision of the program of social work as a whole.

In support of this primary object the committee enunciates two important secondary supports, namely, informational



Of these agencies 54 finished the last fiscal year with a deficit; 29 borrowed from capital to meet it

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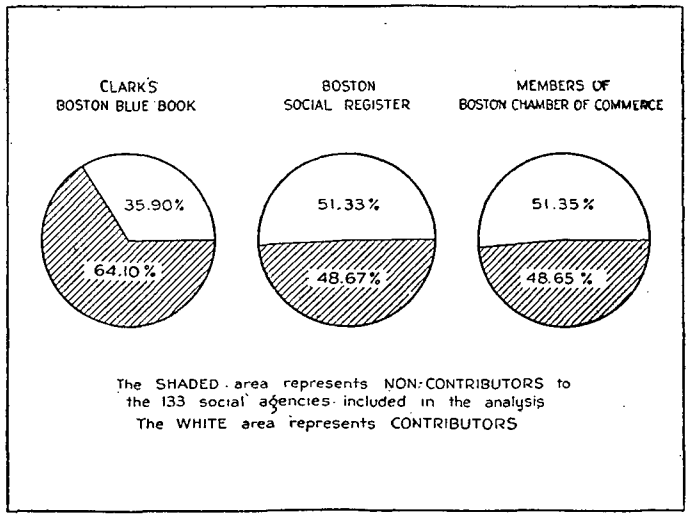
service and publicity which shall make social work problems and remedies known to the general public; and a guarantee of stable financial support. This latter they would accomplish through cooperative financing.

"We are of opinion," say the committee, "that the increase in the number of social agencies in Boston, taken together with the additional expenditures which are essential not only to meet their constantly growing costs of operation but also to equip these agencies to perform the larger service which all of them must expect to face, will eventually result in a demand for support by the public that cannot be met by independent or competitive solicitation."

So there is trouble ahead. Grumpy sees it coming and is not pleased. It will be a great bother. Worse still, it will upset the habits of a life time. If this gathering shadow means something new in Boston, then assuredly it shall not be adopted without a struggle. But it will be adopted: because it spells progress and Boston stands for progress.



Fallow fields for cultivation by the social agencies of Boston in their joint adventure

The Community Chest Growing

Two hundred and twenty-seven cities in the United States and Canada have united their charities in federations or chests for purposes of mutual support but chiefly to carry on the raising of money jointly from the public. The American Association for Community Organization reports that in 1924, 168 of these chests raised $44,000,000 in contributions. Rating earnings at slightly above 50 per cent and income from invested funds at from 10 to 15, this sum represents probably from 35 to 40 per cent of the total amount expended by the 3,000 participating agencies.

Though joint financing began with Denver in the late eighties, very few cities adopted it until the World War, when tendencies almost ripe for expression were so far accelerated under the necessity of united action that the community chest came quickly into vogue. It became a means, not only of backing the Red Cross and other war time activities, but also for financing the usual charities. With the end of the war, the method continued as a convenience, satisfying also that deeper trend toward coordination.

It is the commonest error to mistake the occasion for the cause. Because chambers of commerce have most frequently led in the formation of community chests, it is popularly supposed that financial federation is a business man's plan to secure immunity from constant solicitation for charity. Further, because many such community funds are the peace time remainders of chests created in the late war, it is supposed that the financial federations of today are only survivals of war methods. Both assumptions have enough truth in them to claim a place in reasoning the evolution of social work federations. But the truth is that these factors represent the occasion rather than the cause.

Democratizing Social Work

Social work during the last half century has been passing through a process of evolution from the feudalistic overlordship of church and clan to the broad civic basis of community-wide interest and responsibility. The change has been coincident with the growth of community consciousness everywhere. That kings are out of favor is no fault of the kings, bad as some are: it is due to the discovery by the common folk of the earth that they are able to govern themselves. At the same time the progress of science and discovery has intensified the problem of living for an ever increasing populace. So intense has become the social complex that the old puritanical basis of contract beneath the common law has been supplanted by a vague and unsatisfactory element which Roscoe Pound in his Spirit of the Common Law has called social relationship.

And out of this new social necessity every community of civilized man is pondering questions, not of the individual and his rights, but rather of the right of the whole group to set its house in order. The rapid spread in America of town planning and zoning is a physical symptom of this trend. But in no aspect of group life is the oncoming of democracy more marked than in the growth of this new profession of social work. Beginning with the lord of the manor who gave the charity for the good of his soul, the art of giving passed into the stage of philanthropy where the recipient of aid became the chief object of concern. Machinery brought about an ever increasing degree of crowding in living areas with enormous increase in the human wreckage that makes up the lateral and the terminal moraines of our progress. This became the period of elaborate organization in charity service. That period is still in full swing, yet evidences of another phase—the phase of integration—are at hand. These evidences are found in the new federation movement.

If then the welfare federation is not a business man's strike nor yet a habit learned during the war, but rather a result of world revolution in thought, it must be looked upon as a permanent phenomenon of group living, to continue until supplanted by some higher phase. It becomes important to appraise the progress which it has made thus far and to indicate if possible the sound course to be pursued in the future.

Our American federations have succeeded in securing from a benevolent public a total budget yearly which is much larger than the totals collected under the former individual competitive method. This they have done both by an increase in the size of gifts and by finding a larger number of givers. They have relieved the public from endless solicitation, through the expedient of one combined appeal each year. They have released much of the time of board meetings from problems of finance. They have

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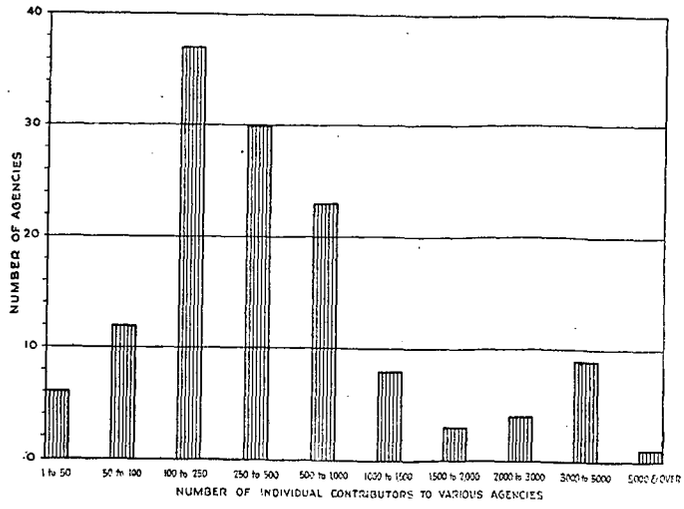

Few of Boston's agencies draw support from constituencies larger than a thousand persons

brought about a somewhat closer kinship between agencies and personnel in the day's work. They have served to a degree to popularize the idea of community responsibility for social service. Beyond this they have advanced scarcely at all.

Real Values

Social work is a service dedicated to the advancement of the public welfare. Money held and expended in that effort is a charitable use—a trust fund, the beneficiary of which is the public. The worker is an agent or trustee. Simple as this concept sounds, inquiry will show that in all probability it has never entered the heads of most directors and workers.

But if this is the true nature of social work, the most important consideration in any appraisal of the operation must be the service that is rendered. Shall a family relief agency sit in its office and hand out orders on the grocery, supply a little coal now and then, and carry applicants as long as they apply: or shall it send trained visitors out to its families, putting heart and kindness into the relationship, helping the mother plan to meet her problem of support? Shall a home for the aged sit complacently behind the terms of a will written a century ago and see hundreds of dreary old folk die in the waiting line, refusing the most needy in order to take the most convenient cases: or shall it place a trained worker in the field to help those friendless poor who cannot find space in the Home? Shall half a thousand agencies, out of the overweaning bigness of the first person singular, go on from year to year doing their charities without reference to each other, damning each other with faint praise in the competitive scramble for donations: or shall these same good citizens, thinking of their trust instead of themselves, set to work together to integrate their program of service so that its lines of force shall tend toward a positive resultant? Federation among agencies is the first great portent of the democratization of charity and social work. It marks the beginning of the end of isolated exclusive and self-determining cults of betterment. Its aim is to verify the soundness of existing charitable enterprises; to discourage the false and impracticable; to increase the effectiveness of those that are sound, finding and effecting economies, and by aligning the several channels of effort to secure results that are cumulative.

In support of this fundamental purpose stand two auxiliaries; first the guarantee of adequate and stable financial support, and second the interpretation of problems and methods to the public generally in order to secure the confidence and intelligent backing of the entire community. Thus far federation has focused its attention almost wholly upon securing stable support. Too long has it dallied with this simplest of the tasks it had to do. The benevolent public is already saying, in terms of growing resistance to appeal, "Show us: don't beg us." As a consequence the talk is widespread among chest officers in favor of year-round educational publicity based on scientifically organized research into the essential facts of social agency performance.

So, interpretive publicity is the next intensive activity of our existing federations. But no sooner will this movement have gotten under way, when the thinking public, puzzling over its new insight into this enormous field of effort, will begin to say, "Why have you not set your house in order? Why do you carry on thirty separate efforts which you admit are exactly parallel? Why do you not save some of the fixed costs where you can without injuring the service? Why do you house your non-institutional agencies in all manner of inappropriate places at high rentals which include taxes, when as public trusts entitled to be tax free you could house them together in a modern office building which would represent a dignified civic memorial and be a means of great savings in money? In short, why do you not set to work on the main purpose for which you have federated, namely, the improvement of your program of service?"

So the second intensive task of our existing chests must be the enlargement of function so that the consideration of the problem budget shall be a prerequisite to dealing with the money budget. At the present time almost all community chests have an appendage which they call their Council of Social Agencies. It is a voluntary affair, usually no stronger than an occasional conference; weak out of necessity because it is dominated by the money control. So long as money budgeting is in practice the main purpose of the combination, problems of improvement in the service, will receive scant attention.

It may be reasoned, from these aspects of the present status of social work combinations, that federation is a permanent step forward in social work, resulting from an awakened group consciousness; that the present community chests are the first crude attempts at a sound development which is still to come; and finally that the welfare federation of the future will be made up of givers, who are the makers of these social work trusts, the workers who are the trustees handling the task, and the public at large whose welfare is at stake in the cause. This community-wide organization of the future will center its principal activity upon the betterment of the entire program of social work. It will develop newer and more effective methods of telling the story of social service so that all men may know its inner truths and may appreciate methods aiming at solution. And it will also carry on the joint financing of its many enterprises, perfecting a method which it has already developed to a high state of efficiency.

Boston will grumble but she will do it. And having done it, she will set up an enviable standard of accomplishment in the new venture.

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"By the Artificial Reason of Law"

An Experiment in Compulsory Arbitration Comes to an End

By J. M. Landis

Then the King said, that he thought the law was founded on reason, and that he and others had reason, as well as the Judges; to which it was answered by me, that . . . causes which concern the life, or inheritance, or goods, or fortunes of his subjects, are not to be judged by natural reason but by the artificial reason and judgment of law, which law requires long study and experience, before that a man can attain to the cognizance of it.—12 Coke's Reports, 63.

TWO recent decisions have dealt heavy blows to the cause of arbitration in industrial controversies. Two months ago the Privy Council determined that the Canadian Industrial Disputes Act, after having been in operation for a period of eighteen years, was invalid as an attempt of the Dominion Parliament to exercise powers properly within the competence of the several Provinces. Just recently the Supreme Court of the United States finally concluded that the Kansas Industrial Act in establishing a system of compulsory arbitration infringed "the liberty of contract and rights of property guaranteed by the due process clause of the Fourteenth Amendment." The effect of the first decision is readily remediable by a proper adjustment of the respective ambits of Dominion and Provincial legislation; the second decision has placed compulsory arbitration beyond the pale of all salvation, save the improbable one of constitutional amendment. Legislative action looking toward such a system of compulsory arbitration seems irretrievably branded as "arbitrary" and "without reasonable relation to some purpose within the competency of the state to effect."

Two years ago the Supreme Court had already held invalid the action of the Kansas Industrial Court in attempting to fix wages in industries, not within the legally recognized category of "public utilities," but merely engaged in the manufacture and preparation of food products for human consumption. The last decision denies the power of a state through an administrative agency to determine hours of labor and overtime pay in these industries as part of a general system of arbitration. Truly, the cause of compulsory arbitration has not only suffered a set-back; it is fully and finally defeated.

The lay mind, unacquainted with the mysteries of constitutional interpretation, could easily be pardoned for failing to reach the conclusion that the Kansas scheme is not "due process of law." The layman might read and reread these seemingly harmless words and yet be unable to fathom just why they forbid the regulation of hours of labor for men employed in bakeries and yet permit the same regulation as regards miners. He might study them with the minutest care and yet fail to find why they forbid the regulation of the size of a loaf of bread. If historically minded he might trace their strained kinship with the phrase "law of the land," as embodied in the Magna Carta, and yet be equally puzzled to understand why they prevent the enforcement of minimum wage standards for women in industry. The simple truth is that they have nothing to do with any of these questions and yet are determinative of their solutions. They are the means whereby conceptions of successive courts as to what ought to be, have been transmuted into constitutional doctrine that ordains what must always be. They remain for today and tomorrow as the constitutional mechanism by which the ideas and ideals of past generations, unacquainted with the imminent problems of the present, determine what tools we may use to further the ends of our changing civilization.

THE content of the phrase "due process of law" was largely evolved in an age when the Court, called upon to review the attempts of communities to understand and grapple with problems that the industrial revolution was bringing to the forefront of our national life, was dominated in its political and economic thought by the philosophy of such men as Mill, Spencer and Austin. For legal science they had developed a categorical method of aligning and classifying the interests and desires of men as "rights," and these "rights" and their unhampered exercise were interpreted as being guaranteed by the Constitution. Rights in the last analysis are always conceptions of some man or group of men; their scope is delimited by the ethical and political ideals of these men as to the end of law. In an age of expansion, of pioneering, of dawning recognition of the possibilities to be realized through human effort and the increase in scientific and mechanical knowledge, the emphasis was placed upon the individual and the free exercise of man's powers. The fact that such an emphasis accorded whole-heartedly with the political philosophy of our Jeffersonian democracy lent popular approval to such a scheme of rights devised to further the freedom of individual action. This philosophy translated itself into judicial dogma and unhappily into the fixed content of constitutional law. The "rights" themselves were abstractions as all rights are abstractions, but particularly so when their nature was determined with reference to an abstract individual in an abstract civilization of abstract equality of opportunity.

It is to such a method of thinking that we owe our new-found liberties of contract and inviolable rights of property. It is because of such abstractions that judges have seriously declared that bakers might well desire a fourteen-hour work day, or shop girls wish to receive less pay than that which an agency of social experts has found to be the lowest wage upon which human life can decently be maintained. So serious were these declarations that legislation tending to infringe upon them was invalidated, and new constitutional prohibitions erected as barriers to the realization of vital social needs.

This, then, is the heritage of juridical ideas with which this "conceptual jurisprudence" of the nineteenth century has burdened us—ideas that have too frequently become embedded into the rigid doctrines of constitutional law. But the same century bequeathed us the industrial revolution

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with its problems. More and more intensive have they become as the pressure of population begat extensive urbanization and the accumulation of capital made a necessity of large scale production. Such a changed world naturally had its repercussion upon economic and political thought. Where the emphasis lay once upon the individual, the stress is now placed upon the integrated community. In the domain of the social sciences the most striking characteristic of our age is the growing movement to subordinate individual rights of property and contract to the wider demands of society at large. It is such a movement which accounts for the expanding conception of the "police power" in American constitutional law. It is the same demand that has brought English labor under the banner of "socialism." It is the paramountcy of the social group as a revolutionary creed that has given birth in Russia to Communism. They are all manifestations of the same movement with different degrees of intensity and different beliefs as to the machinery best adapted to achieve the desired results. And it is just such a realization of the relative values of the individual and the public that has produced in Kansas the demand for a tribunal with compulsory arbitral powers to require continuity of production in the essential industries upon terms deemed fair to both parties and duly protective of the larger interest of the public.

CLEARLY the great demands upon American statesmanship in the immediate present lie in the varied field of industrial conflict. So far no single solution has proved itself to be the means of achieving a proper adjustment between the conflicting claims of all parties to a dispute. It seems most probable that there never will be such a single solution. Knowledge, sympathy and imagination are but factors to be pressed into service for a continuous process of experimentation. Compulsory arbitration represents only one of the numerous attempts to secure industrial peace together with an equitable apportionment of the fruits of labor between the parties engaged in any particular enterprise. That its success is still a speculative matter in Australasia, that it was struggling against the deadening forces of public antagonism and political favoritism in Kansas, are matters relevant to its evaluation. Organized labor has so far steadily opposed its introduction. Employers' associations have united against it. But it, as well as the numerous other instruments of economic adjustment, are only early explorations whose successes and failures cannot yet be definitely catalogued. Obviously the crying need of modern industrialized America is experimentation and the shaping and testing of proposed schemes for reconciling capital and labor in such a fashion as properly to safeguard the great public dependent upon the uninterrupted production and distribution of our economic goods.

What better opportunities for industrial experimentation are presented than by our federated system of government? Within the "insulated chambers of our forty-eight states" with their varying degrees of industrialization, the opportunity for the adaptation of means to ends seems infinite. An unwise solution would seem to find its proper check in the demand of the electorate for its repeal. State legislatures must be trusted with responsibility if representative government is to function in more than a formal way. Economic pressure will force an inadequate solution to give place to some better method before a state will have gone the length of industrial suicide. Individuals may possibly suffer during such an attempt, but the interests of employers, employes and public alike are daily threatened by a policy of unrestricted industrial warfare. The sporadic interference of courts through sweeping injunctions has only served to aggravate the general problem. The opportunity for trial and error, that always bears within it the possibility of trial and success, has been denied to the states through this interpretation of the Fourteenth Amendment. Arizona attempts to prevent the use of the injunction in labor controversies. The Supreme Court interferes to require the retention of the present system. Numerous states seek to secure their concern for the maintenance of decent living standards among working womanhood. The Supreme Court resurrects a discredited decision to bar the attempt. Kansas experiments with compulsory arbitration. The Supreme Court denies it even this opportunity.

Decisions of this nature are no longer capricious. They no longer represent the ideal of five or more justices as to the ends of organized government. They are predetermined by the dictates of an older civilization. As long as precedent is controlling in judicial decision they become conclusions logically deduced from the abstract individualistic thought of an age that has left us with problems but restricted us to the use of tools that were even then in the discard. In the final analysis such decisions in the domain of constitutional law are fixed evaluations of the conflicting interests at stake in a particular controversy. The Supreme Court, in holding unconstitutional the system of compulsory arbitration, more than vindicated abstract rights of liberty and property. It has announced that the due process clause of the Fourteenth Amendment struck a fixed balance between the social interest in the general security, as manifested in the demand of the public to compel continuity of production in essential industries, and the individual interest in free enterprise. The scales have thus been weighted in favor of the latter. That for the present such a balance is a wise one is, at least, a moot question. That the balance will eternally be a wise one is impossible to predict. But it remains and will remain as long as the due process clause of the Constitution remains—a barrier against industrial experimentation, a forced stereotyping of industrial progress into the lines of discarded nineteenth century social and economic theories. Truly, the earth belongs but little in usufruct to the living.

Are You There?

THERE lies before me the program suggested for discussion at a recent conference of social workers. Its general subject is For the Social Worker What Are the Sources of Sustained Enthusiasm? and as sub-headings one reads the following suggested attitudes of mind. "One finds the situation hopeless." "People do not want conditions improved." "I have worked in social reform; and the impression I have been able to make now seems to me so utterly insignificant as to make my early sanguine aspirations appear pathetic." "We do not seem to be making a dent." "What's the use?" "After the social worker has sacrificed position and given of himself unreservedly, he is often misunderstood and harshly criticized." "How can one expect to keep up one's enthusiasm?" "In social work the deepest problem of suffering tends to become simply

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another case to be classified and handled as an item in the routine of a day's work."

I suppose it might be considered a bit embarrassing for a member of the working staff of the Association for Improving the Condition of the Poor to be told that people don't want conditions improved. Yet I freely admit its truth. I have known some who did not want them improved the way I or some one else would improve them. They preferred to try their own way. Then too, improving people too much or too fast is sometimes dangerous. A visiting dietitian came into my office the other day with this story On a visit to one of her families she had made effort to improve the children's diet by urging the mother to use more fruit, as being better and cheaper than some of the things the mother was using. She returned a week later at the luncheon hour—just as all the children were sitting down to saucers well filled with Maraschino cherries. The mother's face was quite beaming as she said, "See, my children eat fruit every day, they like it."

Reading again the above lugubrious lamentations, I am tempted to believe that the spirit of the Melancholy Dane must have found reincarnation, been born again—so to speak—in some social workers' souls and, in spite of long sojourn in other worlds, still finds things much out of joint and beyond repair in this world.

Surely we need not take very seriously that social worker who is not happy unless the crown of martyrdom which he has placed on his own brow is recognized by the people on the street, or if when he calls too constant attention to it, they knock it off. Nor, of course, should social workers resent criticism even though it be harsh. Do they not spend a good part of their own time at that very thing?

He who wants a soft job should not go into social work. Or to put it another way, social work should not be a place of soft jobs. Henry Ford, if I read correctly the chapter in his life and work in which he discusses social work, evidently thinks it is. He thinks the world would be better off if many of its social workers went to work, producing. Perhaps he would have them assemble Fords.

It may be that one trouble with those who find themselves in the attitude of mind expressed above is that they have taken themselves too seriously. A sense of humor would have saved them from either mounting into a state of egoism or slipping into a condition of doldrums. Again, they may have been too impatient. Some one has said, "God is never in a hurry, social workers usually are." It took Jacob Riis a long time to get his first bit of playground in the Mulberry Bend district. One wonders what his answer would have been to a weak-hearted social worker who should have said to him, "What's the use of this little space? It will make no impression on the whole situation. There are still thousands of children left to play in the city's gutters and streets." Or to bring illustration even nearer to the present day—those two lone nurses at Henry Street, faced with the need of home nursing in the serried miles of tenements in New York city. How easy it would have been for them to have said at the end of those first days of toil, "What is the use, how can we ever expect to make any dent in this situation?"

But I fancy the reader may already be saying, "These people had enthusiasm, What kept it ever fresh? Where was its source? How may the social worker described in the sentences quoted at the beginning of this article, who sees in the person who comes to him only 'another case to be classified and handled in the routine of the days work'—this poor blind creature who no longer sees beyond the index card or the case record entry, how may his enthusiasm be renewed and sustained?"

I would answer the question in terms of workshop practice. Take the boys' club or the boys' camp director who simply sees, in the new boy before him, Tommy Jones, 10 years old, 310 East 10th Street; or his opposite who, no matter how many boys he has known—forgets them all for a moment and sees in this new member before him a possibility, a promise of a fine, clean manhood. I am not writing of the few feebleminded boys that one may happen to know, but the average run of boys that fill the city's streets.

Said a co-worker of mine the other evening, "You know I had been sitting in conferences all the afternoon where people talked and talked and seemed to get nowhere (such conferences are often anything but kindlers of enthusiasm) and I was asking myself on the way over to my office what it all amounted to and there waiting at my desk for me were two boys—with their grade school graduation marks, waiting to talk with me of their hopes and plans for the year ahead. A half hour with these boys sent me home with the feeling that the day had been worth while." His faith and enthusiasm had been renewed by recognizing once again certain inherent qualities of good in the general run of boyhood. The boys' club worker who stands before a group of boys in assembly hall, in gym, anywhere and feels no enthusiasm—no thrill of soul—who because of occasional disappointment in boys (which may have been his fault) has grown cynical about them all, might well take Stevenson's advice and first of all reform himself; the trouble is in him—not the boys. And this applies no less to girls and to women who would work with them.

Or take another totally different field. There are in New York city thirty-one tuberculosis clinics, through which pass every day men who are told for the first time that they have tuberculosis—a message full of darkness and despair especially to the man who has wife and children dependent upon him. Now the social worker in the clinic may be of the simply-another-case-to-be-classified kind and the man to her is just another "lunger" to register for a sanatorium—another card in the file (Heaven help the man if she is—for *she* won't). Or she may be of the kind that sees in the man's discouragement and dread the one supreme challenge for the moment on all the fire, all the faith, all the personality, all the knowledge that she has, and with an enthusiasm that as Emerson says is as leaping lightning, she leaps to the task of starting that man up the hill instead of pushing him further down. But why is she different from the other, why hasn't she slumped into the merely classifying class? Because she realizes that she is not concerned with a bit of statistical recording, but with life! Not with mere clinic machinery but with the passions, hopes and strivings of a human being. Because she sees in this one man the story of the ages, the possibility of courage to endure and to overcome against odds, the possibilities of patience and fortitude and sacrifice in the mother at home, and seeing and knowing these things her fire of enthusiasm burns steadily from day to day because its source is in things eternal.

All of which brings me to a general formula for sustaining faith and enthusiasm: by seeing in and learning from the very people you are working with (not for, but with) the

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qualities of courage, of endurance, of patience and fortitude against the greatest difficulties of living. For they are there, and the social worker who does not see them should pray that his eyes be opened and his understanding of people increased. Most sad and hopeless of all, is the worker who has slumped into this state of mind without recognizing it. By touching and knowing people who are spiritually fighting their way through dark places, by this shall his own drooping spirits be caught up. If he has become so fagged in his imagination that he no longer senses these qualities in the people to whom he is supposed to minister—the trouble is in his own cramped soul rather than in that of the people. And in losing his faith in people, he has also lost his power to work with them. Some of the very people in whom he today sees nothing but "cases to be classified" and handled as an item "in the routine of the days work" may well be found among those who on the day of judgment shall, as William James says, turn to the faint-hearted, who here decline to go on, with words like those with which Henry IV greeted the tardy Crillon after a great victory had been gained: "Hang yourself, brave Crillon! we fought at Argive and won a glorious victory and you were not there."

W. H. MATTHEWS

Bigger and Better Cities?

FORETHOUGHT is an uncommon phenomenon in human society. Man, having managed to get along somehow on the earth for ten or fifteen million years, is reluctant to worry about the same earth four or five decades hence. So it is more than a mere incident in the day's news when several hundred technicians from more than a score of countries come together to discuss the state of American and European cities in, say, 1965.

In New York, from April 20 to 25, the International Town, City and Regional Planning Conference met for the first time on American soil. Raymond Unwin, chief architect of the British Ministry of Health, Herr Schmidt, the regional planner of the Ruhr, Ebenezer Howard, who has seen his dreams of twenty years ago come true in two English garden cities, Arie Keppler of Amsterdam, who has carried out the largest municipal housing program achieved anywhere since the war, Carlos Contreras, who is regionally planning all of Mexico, and more than a hundred other foreign delegates came to sit in counsel with men like Thomas Adams, now at the helm of the New York planning committee, George B. Ford, whose comprehensive plan for Cincinnati is the first to be adopted in its entirety by an American city, John Nolen of Cambridge, Charles H. Cheney of Los Angeles, Frederick Bigger of Pittsburgh, Clarence Stein of the New York State Commission of Housing and Regional Planning, and a host of other American architects, engineers and planners.

It is easier to label a conference international than to make it so. At some sessions Europeans were the chief speakers; at others the effect was that of a discussion of purely American problems and American methods for their solution, with footnotes and overtones drawn from European experience. And that experience was obviously different from that of American planners—much more firmly rooted in public control over private uses of land, much bolder in its technique of relocating population masses.

Given the sharp divergence between European and American methods of attack on the problems of congestion, it was too much to expect that the conference would serve as a sounding-board for a fresh call to American public opinion to bestir itself and deal firmly with our overgrown cities. But the issue between city conservation and thorough-going decentralization was at least stated, and the weight of opinion on the part of the most outspoken of the visiting Europeans was a salutary check on American complacency. Raymond Unwin, for example, criticised tactfully but decisively the "glorious though embarrassing structures for which New York is famed":

> We of other lands, mostly content with five or six stories, have watched with bated breath the designing boldness of your architects, and the structural audacity of your engineers, in handling the problems which these great masses of buildings present. Though some instinct, some innate conservatism, or perhaps mere timidity, has held us back from copying, it is only fair to say that we, no more than you, realized until recently that this reaction upwards was even more short-sighted than that of horizontal overcrowding. For whereas covering the land with buildings adds to ground values and makes the preservation of open spaces or the widening of thoroughfares difficult, vertical expansion sends value up with a bound and not only makes the reservation of open space or the widening of streets practically impossible, but at the same time increases enormously the need for space and the urgency for such widenings.

Since the White House is not given to querulous complaint about things as they are, it was not without significance that a few days after the conference in New York President Coolidge, addressing secretaries of automobile clubs, thought it worth while to mention the city dilemma in these words:

> Some recent studies by engineers and sociologists have led to doubts whether the superior efficiency of the very great cities as business, industrial and agricultural centers can be taken altogether for granted. They have advantages, but they also have disadvantages, and the disadvantages seem to be multiplying fastest.

The President was careful not to "presume to judge between those investigators who conclude that the cities must inevitably go on with their rapid rate of growth and those others who tell us that the transportation and industrial program must be made to counteract this tendency and bring diffusion of the population masses." With him on the fence will be found today, perhaps, the great majority of American planners. They would probably agree with Thomas Adams in drawing a distinction between the advantages of concentration "up to a certain point" and the disadvantage of congestion, which "had already proceeded to a degree where economic factors were destroying much of the advantage of concentration." But they would probably also agree with him in believing that intelligence is still capable of solving the enormous problems which the continued aggrandizement of New York—or other giant cities—will bring by a moderate degree of diffusion over an enlarged urban area.

Whether our cities, spread in diluted form over their immediate environs, can purge themselves of the obstructions which now clog their very vitals, or whether they must throw off satellite towns around which population will be regrouped more nearly, as Lewis Mumford puts it, on a human scale, only time can show. The question is at all events the major issue of planning for the next quarter-century, and if, beneath all the talk of minor tactics which filled much of the conference program, that issue was even tacitly recognized, 1925 may prove a waymark in American civic progress.

G. S.

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The Common Welfare

RADICALS are always impatient at the slowness with which society adopts innovations upon which they fervently believe the salvation of civilization depends. In his valedictory as commander of the Air Service, Colonel William Mitchell warns against the old fogies in the army. "It is with the greatest difficulty," he says, "that the army was made to adopt the telephone, the telegraph, the automobile and the radio. When all the people were illuminating their houses with kerosene, the army continued to use candles."

Karl Pearson, in his Grammar of Science, long ago explained the meaning of this resistance of society to the modification of institutions which have become a part of its common habits of life and as such felt to be essential to its security. Yet in the field of social reform certain changes involving fundamental alterations of accepted theories and habit patterns have been coming about with remarkable rapidity.

Only a few days ago the Tory Chancellor of the Exchequer in Great Britain announced a scheme of social insurance so inclusive and far reaching that even the laborites and socialists on the opposition bench were moved to reluctant applause. The whole wage-earning population amounting to 70 per cent of the people of Great Britain are to be protected against poverty in old age by a contributory scheme of old age insurance whose benefits will come into effect automatically when the man or woman reaches the age of 65. Such old age pensions are what our private insurance companies urge all of us in America to provide for ourselves; we have overcome our old fears that an income without work in old age will result in general pauperization. But to have a government compel all of its wage-earning citizens to exercise such foresight and require all employers to contribute to the fund equally with the employes seems a startling innovation.

Less than twenty years ago—hardly a tick in the cosmic clock—a proposal to modify our ancient employers' liability law and to replace it by a scientific system of workmen's compensation was by many regarded with clamorous apprehension. There were many souls, not among employers only, who felt that to deprive employers of the common law defenses, such as the contributory negligence rule, against liability for industrial accidents would bring ruin upon industry. The notion of establishing state compensation insurance funds, especially exclusive state funds, was denounced as subversive of good morals, business enterprise and the principles of the Constitution. Today all those fears—except the fear of state funds which the private accident insurance companies still naturally entertain—have been abated, for the most part forgotten. Only six states in the Union, in addition to the District of Columbia where at least federal employes are covered by federal statute, are without more or less modern workmen's compensation laws.

When in 1911 the Bureau of Labor, now the Bureau of Labor Statistics of the Department of Labor, made its first summary of compensation laws in the chart form, only nine states were represented, including two whose compensation laws related to mining only. The Bureau's second analysis made in 1919, covered the laws of forty-two states, the territories of Alaska, Hawaii, or Porto Rico and the federal government. The states without compensation laws have been reduced to Arkansas, Florida, Mississippi, Missouri, North and South Carolina, to which must be added the District of Columbia, so far as the employes in private undertakings are concerned.

In its comparison of workmen's compensation laws of the United States as of January 1, 1925 (Bulletin 379) the Bureau of Labor Statistics reports twelve states and the federal government as providing compensation not only for industrial accidents but also for occupational diseases. As recently as 1920, sixteen states fixed the maximum weekly payments at $12 or less; now no state has a maximum less than $12 for temporary total disability and twelve pay $18 or more. Eight states, according to the Bureau, have exclusive state funds. In many states the waiting period has been reduced and the provisions for the care of the injured greatly improved. Within two decades the habits and mental attitudes of the nation have been almost completely transformed with respect to the social control and treatment of industrial accidents. Does this not afford good reason to expect that before another generation goes by a similar change will take place with respect to provisions for the employed and the retired veterans of industry?

IN a country where gasoline is almost as common an item on the family marketing list as bread and butter, the conference on the ethylized product called by Dr. Hugh S. Cumming—Surgeon General of the U. S. Public Health Service at Washington a few days hence will focus the attention of radio listeners and newspaper readers across the land. Apparently gasoline treated with lead tetraethyl (See The Survey, Dec. 1 and 15, 1924) is a distinctly more effective motor fuel than the untreated substance. The tragic outcome of some of the first attempts to make lead tetraethyl are still clearly in the public mind; obviously that process needs continued study and rigid safeguarding and regulation if it is to be carried on at all. The issue at stake in the Washington conference, however, is not lead tetraethyl itself, admittedly a highly poisonous substance, but the question of the effect on public health of the treated gasoline, which contains minute amounts of the chemical in dilution. The Ethyl Gasoline Corporation declares that ethyl gasoline has been in use for the past two years, with no reports of bad effects. A series of studies by the Bureau of Mines seemed to indicate that the exhaust gas of engines in which it was

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burned was not harmful to the laboratory animals exposed to it.

Other investigators, however, among them Dr. Yandell Henderson of Yale and Dr. David Edsall and Dr. C. K. Drinker of Harvard, feel that the present evidence is far from sufficient to warrant the conclusion that ethyl gasoline is safe for public use. The result of a study at Columbia University, undertaken at the request of the Ethyl Gasoline Corporation, has not yet been announced, though it is in the hands of the Surgeon General. Pending the conference and its decision the Ethyl Gasoline Corporation has withdrawn the product from sales, and Dr. Cumming declares that the company is willing to withhold it permanently if that decision is adverse. The possible danger in the use of the fuel would arise in the case of persons on streets crowded with traffic, exposed to the exhaust gas from many motors, or garage workers, handling the fuel, or the ordinary family, manipulating their car, and possibly drawing some of its fuel from time to time for such homely purposes as taking spots out of their clothing.

THE name of the Smithsonian Institution has long been regarded as the hall-mark of dispassionate, thoroughgoing and reliable scientific work. Founded on a legacy left to the United States Government by an English scientific man and philanthropist who died in 1829, supervised by a board which includes in its membership the Vice-President of the United States, the Chief Justice of the Supreme Court, three senators and three representatives, it has come to symbolize the interest of the federal government in scientific research and "the increase and diffusion of knowledge among men."

In view of this enviable reputation, the public has been startled by the announcement of Orville Wright that he has decided to place in the South Kensington Museum, London, the airplane in which he and his brother Wilbur made their first successful flight in 1903, "because I did not dare to entrust it to the only suitable national museum in America in view of the fact that that institution has allowed the historic relics of the Langley machine of 1903 to go out of the institution into the hands of private parties to be mutilated for private purposes."

WITHOUT going into the controversy which has to do with Mr. Wright's contention that the Langley machine was put at the service of a rival aeroplane corporation in his litigation with Glenn Curtis, it is to be noted that a similar charge of partisanship, lodged against the Institution and its secretary in an altogether different field, remains practically unmet. This challenge was leveled by one of the leading contributors to the Giant Power number of Survey Graphic (March 1924), Sir Adam Beck, chairman of the Hydro-Electric Power Commission of the province of Ontario.

On January 15, during the congressional debate on Muscle Shoals, there appeared a pamphlet by Samuel S. Wyer on Niagara Falls: Its Power Possibilities and Preservation. While printed at a private printing establishment in Baltimore, instead of by the Government Printing Office, this pamphlet bore the Smithsonian imprint and a commendatory introduction by Secretary Charles D. Walcott. Ostensibly a scientific study of the hydro-electric uses and potentialities of Niagara Falls, it was in reality a superficial and highly partisan attack—based apparently on a few hours' inspection of the Commission's work—upon the municipality-owned hydro-electric system and the Ontario Commission. It drew a categorical and carefully documented refutation from Sir Adam who characterized it as "grossly inaccurate and misleading" and who deplored it as a use of the public funds of the United States "for a definite, controversial and unfounded attack upon the public achievement of a great friendly neighboring people." Mr. Wyer's pamphlet was given wide circulation by certain groups that were conducting a campaign against the public operation of the government power plant at Muscle Shoals and against the extension of public ownership generally.

The documents in the case were spread on the records of the Senate by Senator Norris (Congressional Record, March 18, 1925) and created something of a sensation at the time. For example, in commenting on the episode, the Baltimore Evening Sun, after stressing the fact that the dangers or the desirability of government ownership of power plants were irrelevant to the discussion, said that the high reputation of the Smithsonian Institution was at stake and that "the Institution must either support or retract the stand which it has taken on this controversial and very important issue."

In his reply to Mr. Wright, the secretary of the Institution seems to evade the gravamen of Mr. Wright's allegations by saying that the Langley machine "was not a historical relic belonging to the National Museum but an airplane left with the Smithsonian Institution by the War Department for experimental purposes." His defense of the Institution's course with respect to the Niagara Falls pamphlet was on all fours with this explanation. In the absence of any convincing published statement, The Survey recently turned to Dr. Walcott for his comment on Sir Adam's indictment of its scientific value and ingenuousness. In reply Secretary Walcott wrote "I understand that Mr. Wyer has published something in relation to the contentions of Sir Adam Beck as to matters of fact, but I have not received a copy of it. I have not published anything further on the subject."

NOT long ago a brilliant young physician in Massachusetts shot and killed the brother-in-law with whom he lived. No motive for the crime could be imagined; when the murderer confessed he declared that God had told him to do it. The stage seemed set for another sensational trial of the Leopold-Loeb type, hinging on the battle between alienists for the prosecution and alienists for the defense, pitted against each other to prove the defendant sane or insane.

But Massachusetts has a notable law which requires

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a psychiatric examination of every person indicted by the grand jury for a capital offense. The State Department of Mental Diseases is asked not to declare a person sane or insane, but to study him "with a view to determine his mental condition and the existence of any mental disease or defect which would affect his criminal responsibility." The four psychiatrists who examined the prisoner under the routine application of this law reported to the District Attorney their opinion that he was suffering from mental disease of an obscure type, not affecting his intellectual faculties, which might not be detected for years from casual outward examination. And on receiving this information the district attorney, Robert T. Bushnell, took a notable course.

"Ordinarily," Mr. Bushnell pointed out, "insanity is a plea used by the defense. The state puts in its case, and the defense then tries to prove that the defendant was insane at the time he committed the act. As we see it, however, it is not the duty of the district attorney to prove an innocent man guilty, nor yet to prove an insane man is sane. Rather it is his duty to lay before the court and jury all the facts of the case and to bring out the truth. . . . In view of the psychiatrists' reports I cannot conscientiously argue that this defendant is sane and if the court directs a verdict of insanity, I shall not oppose it."

He then put the various alienists on the stand. None of them was cross-examined. At the end of their testimony the counsel for the defense asked the Judge to order a verdict of "not guilty by reason of insanity." That verdict was quickly returned, and the court committed the defendant to the State Hospital for the Criminal Insane for life. The trial had taken less than half a day.

The National Committee for Mental Hygiene, commenting at length on this case in a recent Bulletin, points out that this simple and logical course protected public safety more effectively than a verdict of murder in the second degree, since release before natural death is practically impossible, and spared at least $50,000 which would have been spent for a long spectacular trial. Moreover it avoided the degrading spectacle of making a man's life the stake of a game of wits between legal and medical experts. Most important of all, it obtained treatment for the prisoner "wholly in keeping with modern concepts of medical jurisprudence, which is more concerned with the individual than with his crime. . . . We commend this action of Massachusetts and a common-sense prosecutor to other states. Surely it is the better way."

THIRTEEN years ago the Social Ideals of the Churches were adopted by the first quadrennial meeting of the Federal Council of the Churches of Christ in America. Since that time, with slight variation in form, they have been adopted by most Protestant denominations and the two Christian Associations.

But, as will be observed upon reading the Ideals, they deal largely with industrial problems. They do not raise the question of the social order except in details. They do not discuss rural life, race relations, or international cooperation. Nor do they interpret the more recent developments under the Eighteenth Amendment, the movement for unemployment insurance, the removal of economic waste and the rapid growth of forms of democracy in industry.

Because of these limitations of the Social Ideals it has been recognized for a number of years that there is need of revision and enlargement. Two recent expressions of this conviction are the New Social Affirmations of the Churches, prepared by the Congregational Social Service Commission; and Social Ideals for the Rural Church, prepared by the American Country Life Association; and both submitted to the quadrennial meeting of the Federal Council of Churches at Atlanta in December last. It will be seen that the Congregational statement aims to supply the deficiencies of the Social Ideals, including a section on rural life, while the statement by the Country Life Association is a more fully elaborated rural creed.

"The submission of these statements to the Federal Council" writes Dr. Worth N. Tippy, executive secretary of the Commission on the Church and Social Service, "raised the question of the expediency of attempting to submit a new social creed to the great denominational assemblies at this time of evident reaction. It was agreed that in all probability no satisfactory new statements could be passed at the present time; and that in any event a new statement must be formulated by the entire interchurch group with more collaboration than has been possible up to the present time." The statements were therefore referred to the Commission on the Church and Social Service with power. The Commission took up the question at Atlantic City in January, and the decision reached was to refer the original Ideals and the two proposed new statements to the churches for consideration by discussion groups, with the request that reactions be forwarded to the Commission on Social Service to become source material for later consideration and action. The three statements have been printed as one pamphlet and may be obtained from the Commission on Social Service, 105 East 22 Street, New York. Criticism and suggestions from any source, friendly or unfriendly, will be welcomed by the Commission.

THE legislature of New Jersey passed this year a law providing that a copy of the Declaration of Independence and of the Constitution of the United States shall be given to every pupil graduating from the grammar schools. Such a law may make knowledge of those two documents more common than it is, (though it is not at all certain that it will do so); and nothing but good can come of a wider knowledge of the contents and meanings of these two charters of our liberties. The first sentence in the second paragraph of the Declaration and the first ten amendments to the Constitution, especially, should become a permanent part of the intellectual equipment of the American citizen. Fear of such knowledge on the part of the illiberal members of society was demonstrated recently in California, when they were able to keep Upton Sinclair from reading from those documents on the streets of Los Angeles.

Moreover, New Jersey needs to become more fully aware of the existence of these old materials, just now. A police

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justice in Paterson recently sentenced Roger Baldwin to six months in jail for attempting to read from the Bill of Rights on the steps of the Paterson city hall. It seems altogether likely that this justice had never read those materials for himself and that he did not understand all that he was doing. (The Supreme Court will later determine that question.) But if every child in the New Jersey schools is to be made familiar with the provisions of the Bill of Rights, twenty years from now Paterson will have no more such judges and such anomalies of "justice" will have become unknown in that state.

NEXT autumn will see the opening in New York of the Training School for Jewish Social Work. The new school will make no effort to compete with existing institutions. Its students will spend nine of the fifteen months' course at the New York School of Social Work in general studies. The remaining six months will be devoted to consideration of the special factors—habits of thought, emotional reactions, types of family and community organization—which they as Jews may expect to meet in working with Jewish groups. The extent of the field is indicated by the fact that Jewish social agencies in this country count a personnel of 13,000 persons and an aggregate budget of $34,000,000. The school itself, under the direction of Maurice J. Karpf and the presidency of Julius Rosenwald, brings together a group of officers, trustees and faculty members and lecturers representing a dozen American cities. It will provide a national meeting place for the expression of opinion, for research and for study in the social field from the Jewish point of view. Undertaken on a pragmatic basis, such a study of the customs and habits and philosophies which have worked for centuries in the making of a people, and their focus in the changing currents of modern America, directed by the brilliant group of sociologists, philosophers and administrators announced in the school's bulletin, promises a contribution to social thinking and social action significant far beyond the confines of that one race.

IT is reported from Washington that President Coolidge has asked the Bureau of Mines to submit a program for a proposed conference of state governors and representatives of the coal mining industry to consider the national scandal of preventable deaths in the mines. For the thirteen years 1911 to 1923 the Bureau's records show 23,822 lives lost through all classes of accidents at bituminous mines in the United States. The cause of the most disastrous accidents is the mine dust explosion, which last year killed 172 men at Castle Gate, Utah; 24 at Yukon, West Virginia; 39 at Sublet, Wyoming; 119 at Benwood, West Virginia. As John B. Andrews pointed out in The Survey for March 15, such explosions can be prevented by the use of rock dust as developed by the Bureau of Mines. The method has found its greatest support in Great Britain where parliament has passed a national law making the rock-dusting of all bituminous mines compulsory. We kill miners four times as fast as they do in Great Britain, principally because we have no nation-wide laws like theirs.

Among those who are fighting to have bituminous mine owners compelled by state enactment to spend the less than one cent a ton which rock-dusting costs, Great Britain is naturally pointed to as an example. As a result of this practice, powerful groups opposed to this reform, as they are opposed to the Federal Child Labor Amendment, have been broadcasting reports to the effect that rock-dusting causes tuberculosis and that the British are beginning to question its value. On the first point the Bureau of Mines has entered a categorical denial. On the second, the Coal Age, leading trade journal of the mining industry, publishes a reassuring editorial in its February issue.

A feeling prevails, says the Coal Age, that the British are questioning the value of rock-dusting, but:

> *This is not in any way true.* Evidence of this fact is shown in the new order that makes its use obligatory in parts of bituminous mines naturally wet, though anthracite mines are still excepted, probably with good reason. Just because one enterprising road-material manufacturing company in Great Britain has been trying out a substitute to replace rock dust is not at all a reason for questioning the value of that material for the suppression of explosions. Manufacturing companies there, as everywhere, are always trying to find a new market for their products. . . . So why delay rock-dusting?

It will be a disgrace to America if public opinion fails to respond to this appeal of the trade journal of an industry which has a record of 2,400 fatalities each year—from 15 to 20 per cent of which could be prevented. The situation calls out to socially-minded men and women in all walks of life to cast their weight in the scales of public opinion.

THE report of proceedings of the First International Congress of Social Economics which has just reached this country from Buenos Aires, where the Congress was held last autumn, reinforces the feeling that countries, like people, find that the problems which perplex them are strikingly similar to those of the family down the street. Like the rest of the western hemisphere, the representatives of Latin America, as well as the European delegates present at the meeting, felt the need of movements for industrial and social hygiene, of measures to control alcoholism, the drug evil, tuberculosis and venereal disease; of legislative provision for cheaper and better housing, of pure-food laws, education of the people in dietetics, better care of dependent children, public aid to dependent children in their own homes and compulsory maternity insurance. The actions dealing with these various subjects will be transmitted by Argentina to the other participating countries with a request that they be enacted as practicable, while a second congress in the same field is announced for 1930 in Montevideo, Uruguay, simultaneously with the celebration of the centennial anniversary of that country.

Special interest has been aroused in the South American countries in the value of family life for children as an

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alternative to institutions. The First International Congress affirmed the position that institutions should be provided only when absolutely necessary, but that dependent children should be cared for, if possible, in family homes. Foster-home care versus institutional care was perhaps the most warmly debated topic of the sociology section of the Fourth Pan American Child Congress which was held a few weeks earlier at Santiago, Chile.

"Distinguished physicians, lawyers, university professors, and government officials participated, and a great deal of solid ground was covered" writes Katharine F. Lenroot, assistant to the chief of the Children's Bureau, who attended both congresses as an American delegate. "Chile has many problems to solve relating to health, popular education, and the care and protection of children, but she also has able intelligent citizens eager to achieve the best that is possible for the children and to cooperate with those from other lands who are interested in the same problems. Uruguay is putting expert medical care and hospital treatment within the reach of the middle as well as the poorer classes, free of charge or at extremely moderate cost, and is developing infant welfare centers along lines familiar to us in the United States. A women's organization in Buenos Aires for several years has been conducting baby-week campaigns and permanent educational work in child welfare. Argentina has a very advanced national child labor law which has just gone into effect and Chile's new child labor law also is very advanced. Those concerned with social problems are beginning to feel the need for trained social workers and for the trained public health nurse, professions which have been practically undeveloped to the present time."

JUST how closely any effort to save the lives of babies must be based on a study of the whole family, and especially of the mother, is demonstrated once more in the study of causal factors of infant mortality in a group of nearly 23,000 babies in eight cities, recently completed by Robert E. Woodbury and about to be published by the federal Children's Bureau. The mother's health during pregnancy, her age, her care at confinement, her presence at home during the first year so that the baby need not be weaned prematurely are obviously relevant to the child's chances of life—their relation is traced exactly in Dr. Woodbury's analogies. The mortality rate for infants whose mothers had worked away from home during pregnancy was 176, as compared with 114 for those of women gainfully employed at home, and 98 for those whose mothers were not employed gainfully, though the last group is probably unfavorably constituted by including many women who would have worked for wages if they had been able to. Premature births which figure largely in the causes of death of very young babies, were most frequent in the group of infants whose mothers were employed away from home. The deathrate from all causes for babies of these working mothers was two and one half times the average. Even when allowances had been made for the greater prevalence of artificial feeding in this group, for the disproportionate number of babies from nationalities which had high infant deathrates, and for the low incomes of the fathers, they had substantially fewer chances in life than did the children who had the mother's own care.

Behind the question of the mother's health and freedom to care for her children lies the broader question of family income which so often must determine the circumstances of her life. Dr. Woodbury's earlier study demonstrated clearly the correlation between the income of the father and infant mortality. This new analysis reaffirms the inverse ratio which they bear to each other, and shows how other economic factors, such as housing, can be shown to play their part in making the infant deathrate. The increase in mortality rates with succeeding children seems to be due almost wholly to increasing economic stress in the family. The difference in racial groups, varying from a rate of 53 per 1,000 live births for the Jews to 200 for the Portugese, more than anything else is a reflection of economic attainment. The new bulletin, more extensive than anything of the kind which the Children's Bureau has been able to present before, gives many salient facts on which to base specific programs for the saving of baby's lives; and beyond those, it emphasizes, as only so painstakingly collected and interpreted a body of data could emphasize it, the fact that the homes in which babies die are too often those which cannot afford to keep them alive.

THE program for the fifty-second annual meeting of the National Conference of Social Work to be held at Denver, June 10-17, will differ in several respects from those of past years. Subjects of specific interest to the different divisions will be handled in section meetings as heretofore but the programs for general sessions this year will not be allocated to the various divisions of the Conference as in the past.

One noteworthy innovation will be the presentation at an evening session of a play dealing with the question of unemployment and showing its effect, psychological, spiritual and economic, upon a typical American family. Another will be a debate on the subject, "Resolved: That the proposed Twentieth Amendment to the Constitution of the United States should be adopted."

The opening general session which will deal with the essential spirit of social work itself, may strike the keynote which it is desired to emphasize throughout the fifty-second annual meeting. After the presidential address Reverend Frank Nelson of Cincinnati, will speak on The Dynamics of Social Work. Sherwood Eddy, on Sunday evening, will talk on the subject, What Shall We Do About War? On Sunday afternoon the Conference sermon will be given by Reverend J. Howard Melish of Brooklyn on The Religion of Human Helpfulness. It is hoped that Governor Alfred E. Smith of New York will be able to speak before the Conference at one of its general sessions on the subject of The State and Human Welfare.

In the division programs an attempt has been made to stress, as one of the central ideas, the subject of publicity and support of social work.

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HEALTH

Keeping the Rural Nurse Rural

DURING the past twenty years, I have been intimately associated with general public health work in a great mid-western state extending from the line of Toronto, Canada, on the north to the line of Richmond, Virginia, on the south—a state which presents the health and sanitary problems of both the northland and the southland and a state famed equally for its agricultural and industrial wealth. During that period I have served as municipal health officer, twice as a member of the state health department and as the active head of local and state wide volunteer health organizations.

During these years, I have seen preventive medicine emerge from the days of old empiricism and superstition into an era of relatively exact scientific knowledge and I have seen health administration pass through the stages of "disease suppression," and "disease prevention" into the more enlightened present-day program of "health promotion." During these two decades, the source of yellow fever has been traced to the mosquito, diphtheria antitoxin has come into almost universal use with the later employment of the Schick test and toxin-antitoxin; typhoid vaccine has been successfully introduced and there is ground for reasonable confidence that many of the scourges of man will be prevented and cured by products derived from the causal organism.

Interesting and epoch-making as these things have been, there has been introduced into public health work, largely during the past ten years, a factor which has done more than any other agency in disease prevention and health promotion in the person of the public health nurse. She has proven to be the means of communication between the laboratory and the home. She is the one who has carried the knowledge from the fountain-heads of science to the ears of people and, in so doing, she has translated the truth of preventive medicine into a language the people can understand. It is the nurse who has demonstrated the now indisputable fact that the most potent force against disease is education.

And during this last decade, as president of a state-wide health organization, I have had general supervision of a little army of public health nurses which has grown from a few generally misunderstood pioneers to at least one in almost every county-seat in the state.

During that interesting period, incidentally, in which the nurse has been proving herself the surest and most dependable thing in our entire health program, there has come a decided change in the relative healthfulness of our cities and our rural communities. The questions of water supply and sewage disposal and other problems incidental to urban congestion have been so satisfactorily settled that we have now reached a place where the city is safer than the country and where the rural village or town, with moderate intimacy of human contact and no sanitary safeguards, is perhaps the most unsafe place to live.

Courtesy of N.O.P.H.N.

So we have come to a place, in our still rather wabbly and undeveloped scheme of public health work, where we realize an acute need for preventive and health educational work in our rural communities and where we have had proven to us that the public health nurse is the best agency we have to carry this out. We have educated the rural people to the need and public economy of the employment of nurses; we have overcome the unreasoning opposition to nursing service which came, singularly enough, largely from the medical profession which ought to have known better, and we have made some progress in standardizing nursing service and in supplying a reasonably adequate number of properly trained women.

Now we are confronted with the rather disturbing fact that the public health nurse is exceedingly restless and migratory. We find that she will not stay put. We awake to the realization that, after preparing the community and securing the nurse, it is increasingly hard to keep the rural nurse rural.

From the vantage point of my swivel chair—which is too often our vantage point in making our observations—I have meditated upon these conditions and have reached conclusions which were conversationally satisfying and open only to the objection that they were not necessarily sound. After a few years of this rather long-range and footless cogitation, I chose the sane and direct method of ascertaining facts and, during the past few months, I have gone directly to the rural nurse and have asked her the answer to the riddle. The following remarks on the rural nurse are based upon my own observations of the past ten years (with which she may not be disposed to agree) and the nurse's own testimony, which I am inclined to accept without comment.

Let us agree at the outset that one is usually contented when one is successful and that one of the common reasons for the migrations of the nurse is her failure to make good. Beyond this one simple statement, the matter tends to become complex. The reason for failure may lie in the nurse herself or in the community which she attempts to serve.

Of the faults which lie within the nurse the following are generally recognized: She may be temperamentally unsuited to the exacting demands of rural nursing in which she is the servant of numbers of people who do not understand her problems or her aims and in which she is confronted by a critical if not antagonistic medical profession.

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If she is city-bred and city-trained she may regard that background as a superior quality, without realizing that "city folks" are quite as absurd and amusing in the country as the "rube" is regarded in the large city. She often overrates the importance of her specialized training, failing to realize that even the best of training schools give her little that is directly useful in her country work, while the metropolitan schools of public health nursing are too often conducted by those whose knowledge of rural life is exceedingly sketchy.

Then too, the ranks of public health nursing have received scores of women whose only qualifications appear to be that they have failed in private duty—nurses lacking personality; nurses physically incapacitated; nurses who are wearied by years of service and who are looking for an easy berth for their declining years. As a matter of fact, public nursing requires more knowledge, better physical health, more freshness and initiative, more pleasing personality and greater persistency than private duty, and its successful practice entails infinitely more hard work. It also requires a faculty for self-direction and application which many otherwise excellent nurses never acquire.

Occasionally one meets that type of nurse, singularly out of place in this army of splendid women, indisposed to work and taking advantage of the freedom and lack of supervision of rural work; selfish and self-seeking, with an ear always to the ground to hear of an easier job at higher pay; the restless sort who frankly admit that they migrate from place to place that they may "see the country" and who have no interest in the job aside from the meal ticket and the pay envelope.

It is quite a catalogue of human, physical, temperamental and moral defects and yet it does not account to any considerable extent for migratory tendency, the restlessness and the undependability of rural nurses. We must seek further for the cause of that condition of affairs, which is now so generally threatening to the success of the public health program. We must accept it as a fact that many splendid nurses, well trained, tactful, unselfish, endowed with true pioneer spirit and originally full of enthusiasm, are giving up rural positions and are migrating from place to place and finally returning, fully disillusioned, to the larger centers of population.

ONE discouraging feature in rural health programs—and this likewise applies to many larger centers—is that the nurse, regardless of her specialized knowledge, which is possessed by neither laymen, social workers nor doctors, is rarely consulted in the making of the community program. Her part of the job is by long odds the biggest and the most important and yet, as a rule, she is employed and expected to carry out a program prepared by enthusiastic lay folks and uninformed physicians and her training has always been such that she greets this absurd situation with acquiescence rather than protest. It is drilled into the nurse in training that she must obey orders cheerfully regardless of the ignorance of the one who gives the order. Many a high class nurse is quite discouraged by the unsound, unbalanced, sentimental and stupid programs which she is compelled to carry out, usually alone and unaided, and which, she knows, will never get her anywhere worth while.

Some of the worst of these programs are of the stereotyped, city-made variety, prepared without the slightest knowledge of the peculiar conditions in the community. As a rule, the rural nurse has too much meddlesome supervision by too many people who are unfitted to supervise, and whose dictation goes too far into the nurse's personal affairs; or she is entirely ignored by the community and compelled to go her way alone. Many a capable nurse has been unwilling, if not unable, to tolerate dictation by a board of lady managers as to her church affiliation and attendance, the length of her skirts, the bobbing of her hair, her hour of retiring, the question of her dancing—personal matters which always appeared to the nurse as trifling until magnified to the size of mountains by comment and village gossip.

In many rural communities, where the best job available to women has been that of school teaching at $90 a month, there is often much to be said of the importation of a city-bred nurse, who is furnished with an automobile and paid $150 a month for what appears to be merely continuous joy riding. Her exalted and luxurious estate is naturally the cause of jealousy and some suspicion.

As a rule the nurse has a very uncertain social position in a community, if she can be said to have any. She has not the time nor the inclination to seek social companionship after the manner of the villagers and the "best people," who usually make up the governing boards of the local Red Cross or the tuberculosis or public health associations, are not quite sure how far they should go in extending hospitality to this unclassified stranger. Not infrequently I have found nurses who have come from excellent families, residing for months in a community without being invited into the homes of their employers and, if they seek the companionship of others than the "right people," as they not infrequently are compelled to do, eyebrows are raised and suspicions are created.

Even if the nurse is received with reasonable hospitality, it is likely that she will find few, if any, who understand or speak her language or who have any intelligent knowledge of the affairs which occupy most of her waking hours if she is enthusiastic and conscientious. No wonder she longs to get back to the large city, to the social center, to the nurse's club, where she knows the language of the people and where her species is not so rare as to be regarded queer.

But aside from the loneliness, which is often acute and sufficient to dampen her ardor, there are often conditions which are actively unpleasant and intolerable. The nurse must get along with her doctors if she is to succeed, and her board urges this upon her. If she does not win the favor of the physicians, she is a failure; and, unfortunately, doctors are often a bit intolerant, a bit unreasonable and hard to win.

If, on the other hand, the nurse becomes too popular with the doctors of the community, there is a general raising of eyebrows. Not infrequently there will be found in a community, one physician with social vision. He is often a young man who has come in contact with social service during his school days or his internship and he often is disposed to be helpful. Incidentally, he understands what the nurse is trying to get at and he talks her language. He is willing to go without fee to see the nurse's charges when the other doctors are unwilling and she calls upon him frequently.

Then tongues wag. It is said that she is influencing patients to go to her favorite doctor and she is lucky if

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that is all they say. As a matter of rigid training, the ethical nurse is close mouthed. She knows that the gossipy nurse is as bad as the gossipy priest or doctor. She goes out at all hours of the night and may not get in until morning and she incriminates herself when she refuses to tell her loquacious landlady all about it. This would all seem amusing if it were not so very tragic and so distubing in its consequences.

There are questions about the use of "the car"—the poor little rattling Ford. Does the nurse use it for her pleasure jaunts? Is she burning the association's gasoline on joy rides? Why is it necessary for her to take the county superintendent of schools with her so frequently? Why is it necessary for her to drive so often to the nearby large city and what does she do while she is there? Why does she beam so brazenly upon the chairman of the board of supervisors who has a wife and two children and who is known to be a trifle wild? Why is she so secretive about her coming and going? And why is she so smilingly pleasant to the county officers and why does she go to the court house so often anyway?

The nurse could answer these questions if she suspected that they were vital to the peace of the community and we could answer them for her. She does not understand why, perhaps, but she does know that the atmosphere is frigid and that the people are not sympathetic. Her report of the baby clinic and the human lives saved by her intelligent follow-up work, remains unopened on the desk of her chairman while she is being catechized as to the number of calls she makes each day and the quarts of oil required for her automobile.

SHE is not intolerant of criticism, if it is intelligent. She would rather be criticized than ignored. Her ambition and enthusiasm are smothered by the general disregard and unconcern for those things which she regards as important to the community—not to her.

Then, perhaps, she does become indifferent. What does she care if the people who employ her do not care? The association is short of funds; no one is interested. Maybe it would be better in another town. It certainly can't be worse. What is the use of it all anyway? Why help the rural community if it doesn't want to be helped? Why not go back to the city? There are vacancies there—there are vacancies almost anywhere for a good nurse in these days of increasing demand for nurses. Out of her loneliness, out of her realization of failure, out of her burning indignation at the misinterpretation through which she has suffered, comes a restlessness and a wander-lust and she goes and the community suffers.

I have not pointed out a cure. I have merely pointed out the symptoms and a few of the underlying causes of those symptoms as they have been explained to me by scores of nurses who know.

There are exceptions? Certainly there are exceptions. Social vision is not confined to large cities. There are perhaps as many social consciences and understanding souls per thousand of population in Buncomb County as in New York or Chicago; but the percentage is low at best. But there are communities where the nurse and the people have come together with mutual sympathy of purpose and with mutual understanding and, there, as I see it, is being done the most worth-while public health work the nation knows today.

GEORGE THOMAS PALMER, M.D.

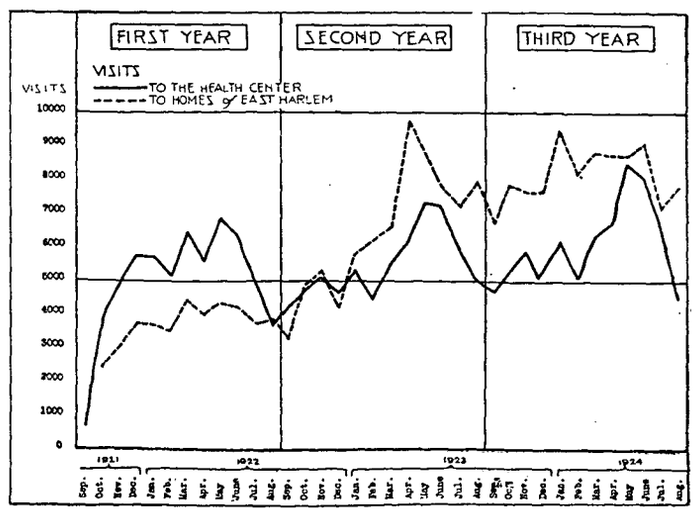
The Health White House of East Harlem

AFTER two years the East Harlem Health Center and the many interested observers of its progress proclaimed proudly "It Works!" The Department of Health of New York city and twenty-two private health agencies had found it both profitable and pleasant to join forces under the roof and dovetail their respective programs for the better health of the 110,000 people of East Harlem. With the completion of the third year of the demonstration period of East Harlem, the Health White House is a going concern; and it not only works, but it pays dividends. The how and the why of the founding of this health center under the aegis of the New York County Chapter of the American Red Cross are familiar stories to Survey readers. (See the issue of December 15, 1923, p. 323.) This bulletin of progress concentrates on the dividends.

Among the greatest of these has been the accumulation and concentration of exact data on the neighborhood. Finding out what resources for health existed naturally called attention to those which did not exist, and made it possible to fill in the gaps, such as a cardiac clinic or a mental hygiene clinic (six new clinics in all and an information bureau and a vacation clearing bureau and the like), a job in which two or more of the cooperating agencies often worked together. Under the Bureau of Preventable Diseases of the city department of health a general medical clinic was opened; its 5,000 examinations of adults and children last year were the corner-stone of the agencies' programs.

Finding out the liabilities of various areas of the district in terms of sickness and death rates made it possible to mass the forces of the center at the points where they were most needed. Finding out which diseases were deadliest for the people of this special district made it possible to concentrate upon plans to combat them. The fact that the congested areas had an accident mortality rate of 167 per 100,000 population as compared with 45, 53 and 55 in the Jefferson Park and adjacent areas, and 74 for the city as a whole, gave the welfare associations ammunition for a campaign for better traffic regulation, which they have obtained, and more play space, for which they are still fighting.

It was discovered that the babies at the northern end of



Three years of mounting service of the East Harlem Health Center

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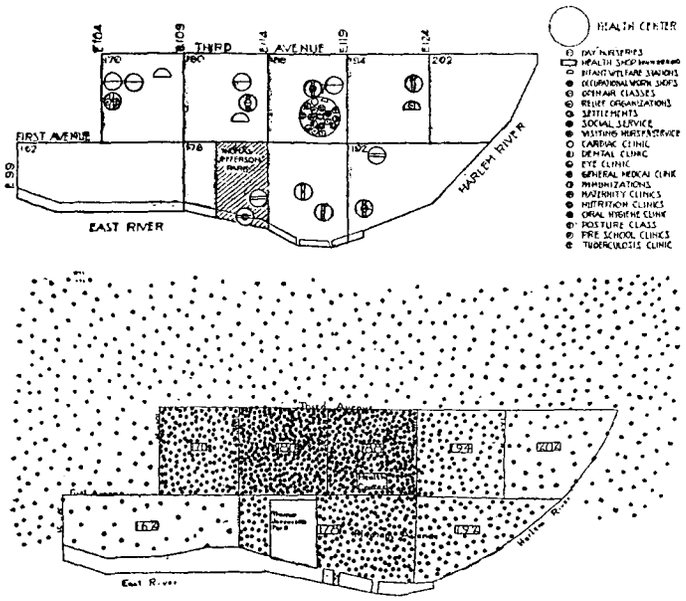


Each dot represents thirty clients of the East Harlem Health Center. Compare the representation from Area 202, where no health or social agencies had worked, with that from 170, equally distant, but educated by infant welfare stations, mothers' classes, and other health services

the district had little health supervision; infant death rates were especially high in these blocks, with pneumonia and diarrhoeal diseases as the outstanding causes. The Babies' Dairy Association, which had had its center on East 116th Street almost opposite the Center, saw an opportunity for increased service, pulled up its stakes and moved up where it was most needed. A spot map of clients of the Center showed that the number who will seek the Center decreases rapidly beyond a radius of ten blocks, or about half a mile; which it was easy to see the importance of the educational work of the settlements and other social agencies by comparing the much larger number of Health Center clients who came from their districts with the few from areas equally distant but with no advantages of neighborhood organization. A comparison of the statistics on the prevalence of disease in relation to the work of a nursing organization of long standing in the district, showed that the areas of highest death rates were those from which they drew fewest of their cases. The result: more nurses were put in the field, and a special educational campaign was started.

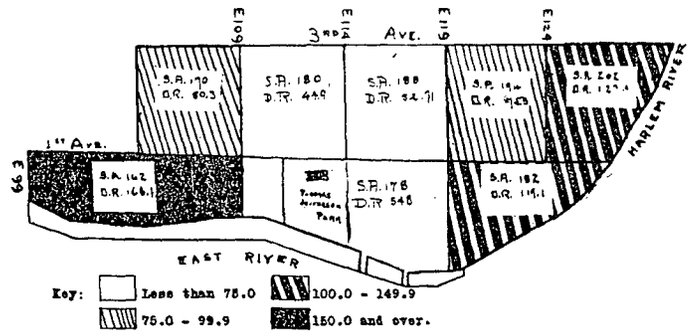
Studies were made of the age groupings of the residents of East Harlem, to gain an idea of the numbers in each section who might be considered as potential candidates for baby, pre-school or other health service, and the results of this study, prepared in graphic form with maps to show the principal causes of death in these same districts were made available to the cooperating agencies and to the settlements, churches, schools and other organizations which asked for advice in the most effective application of health problems. The information for studies on this scale, and the preparation of it in usable form could hardly have been undertaken by any one organization alone; by cooperative effort it was entirely feasible, and invaluable to all concerned.

From these dividends in knowledge, which mean better directed organization, even the short space of three years has brought indisputable results in life saving. In the case of tuberculosis, for example, 54 per cent of the known cases are now under treatment, as compared to the 39 per cent under medical care in 1921 and there were 97 deaths from tuberculosis in 1923 as compared to 158 annually for the five years preceding the Demonstration. Of course, the Health Center does not pretend to claim all the credit for gains such as these; the downward tendency appears of other parts of the city and the country. But whereas the five years before the demonstration showed that East Harlem was gaining more slowly than the rest of the city, and in certain respects, such as infant mortality, was slipping backward while the rest of the city went ahead, during the demonstration years it has done better than the average for New York; from 1921 through 1925 its general death rate declined by 23 per cent, according to a study contributed by Godias J. Drolet of the New York Tuberculosis Association, while New York as a whole showed a gain of only 20 per cent.

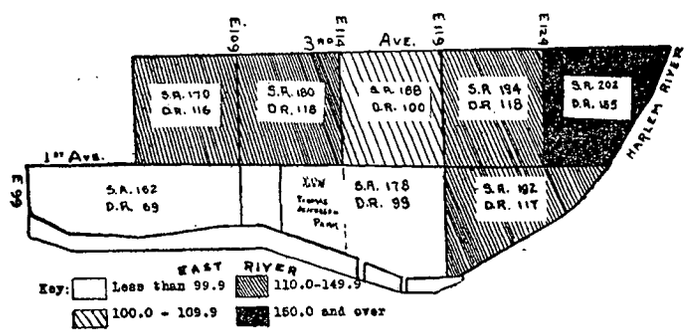
It is easy to believe in the reality of this again on the face of the record which shows a total of visits of nurses to homes and of patients to clinics from 101,194 in 1921 to 171,730 in 1923; and of other health contacts through the educational program, lectures, classes, exhibits, a house-to-house canvass, reaching 193,055 for the three years. If the work had been evenly distributed over the district, as of course it was not, each resident of East Harlem would have come in contact with the Health Center once during the past year, and two thirds of them a second time.

Insofar as it can be estimated the health services in East Harlem have been increased by more than 100 per cent during the course of the demonstration; while the cost, computed from the budgets of the health and welfare organizations with the addition of the funds provided by the Red Cross, has increased 34 per cent including the cost of the special East Harlem Nursing and Health Demonstration. During 1923 the health and welfare budget of the community was about $300,000.

A third of that amount went in welfare and relief expend-



Fatal street accidents in the sanitary areas of East Harlem per 100,000 of population. See the comparatively safe sections bordering the park playgrounds



An analysis of infant mortality by sanitary areas showed the East Harlem Health Center where its help was needed most—in a district untouched by social agencies

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itures, properly part of adequate care, and in follow-up and social services which frequently are not included in estimates of health expenditures. For the health services proper, the cost as $1.90 per capita divided: local services of Health Department of the city 61 cents; nursing service, 82 cents; miscellaneous health service 21 cents; and the health center, 26 cents. With the end of the three-year demonstration the Red Cross ceases to carry the overhead of the building, and the agencies pay rent. The fourth year's budget, therefore is more typical than those of preceding years of the cost which a district organization for health might be expected to reach. It is:

Administration	$11,556.00
Operation of buildings	5,925.00
Health service promotion	2,400.00
Contingent fund	1,000.00
Total	$20,881.00

As East Harlem and other health centers gain experience, the report comments, the item of administration should become less. Probably the services of a part-time liaison officer with some clerical service would be adequate and should be considered a fixed charge against district health organization. Whether the director should be part time health officer of the city as in Boston, or as in East Harlem and formerly in New Haven, responsible to a council of the agencies, must depend upon the individual local conditions.

Almost as important as the savings in money and life which have been made through this adventure in neighborliness is the proof that a group of private agencies under the leadership of the city department of health can work together without friction and with positive gain to each other. The cafeteria opened at the Center for members of its staffs; the house council; a cooperative study club drawing in members of the various groups and interested neighbors to hear experts discuss phases of health work and child welfare in relation to the conditions of East Harlem in a course of lectures for a fixed fee: these are some of the proofs of the pudding. The importance of the interrelation of voluntary agencies and the city is stressed on both sides.

The health center idea [says Dr. Livingston Farrand, president of Cornell University and chairman of the Central Committee of the American Red Cross at the time East Harlem was planned] is primarily directed toward the end of obtaining local coordination of effort and at the same time of providing an effective avenue of physical educatiton. The closer a health center can be to the health officials, the more successful it is, and the sooner it can be taken over completely, the sooner will the end in view have been obtained.

And on the other hand Dr. Frank J. Monaghan, commissioner of the Department of Health of New York city, writes:

The New York City Department of Health desires to testify that the representatives of public and private agencies have not only gotten along well together (there has been an entire lack of friction and the most cordial cooperation), but have come to realize infinitely better the particular problems with which each agency deals. The results have been gratifying from every standpoint. Not only have existing services been strengthened and intensified, but hitherto unmet health needs have been provided for. The Department of Health is particularly glad to have had a major share in this demonstration.

The group of agencies thus shepherded by the New York City Department of Health includes, besides the Red Cross: American Social Hygiene Association; A. I. C. P.; Association for the Aid of Crippled Children; N. Y. Heart Association; Babies' Dairy Association; Catholic Charities; Charity Organization Society; Committee on Dispensary Development; East Harlem Nursing and Health Demonstration; Federation Settlement; Haarlem House; Harlem Council of Women; Henry Street Visiting Nurse Service; Jefferson Clinic Committee; Maternity Center Association; New York Diet Kitchen Association; New York Tuberculosis Association; Occupation Therapy Society of N. Y.; State Charities Aid Association; St. Timothy Community Center; Union Settlement; United Hebrew Charities.

Practice What You Preach

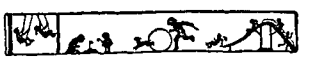
BECAUSE in their own group they spied round shoulders, felt the ache of falling arches, discovered the roll of adipose tissue which interfered with the natty look of a nurse's uniform as well as an off-duty street suit, the public health nurses of Wisconsin assembled for a week's conference by the State Board of Health, gave themselves the once over.

The idea was conceived by one of the rural county nurses, Sophie Paulus of Prairie du Chien, who realized from her own experience that a little thought and time plus well adapted exercises may prove a boon to the public health nurses who bump around many miles a day in their rattly cars, come home too weary to recreate and recuperate, and gradually but surely slump in appearance and ambition. The plan of attack worked out for the meeting included an unrelenting survey of posture, developing chests, strengthening necks, and taking the too sinuous curves out of backs; a discussion of the normal relationship of weight and height; diet—with the emphasis on practising what one preaches in both the doing and the letting alone; recreation, such as outdoor picnics, bowling, hiking, and the like, possible outside the long working day; and exercises to remove the too ebullient curves of some anatomies, or to add fullness and grace to others, and to tighten up weak ankles and bolster up or prevent weak arches.

Half a dozen sturdy nurses cheerfully demonstrated every suggestion of Dr. Helen Dennistoun of the University of Wisconsin and the Madison Young Women's Christian Association, from picking up marbles with their toes to having their backs chalked for curvature, with a final resumé to check up on body measurements. As the audience streamed out after the session such encouraging scraps of conversation floated back as "Here's where I do the dog stretch every day." "And I say I'm going to buy marbles before I leave Madison." "Tell me, where did Dr. Dennistoun get those shoes; they look pretty well and must feel awfully comfortable." "Me for high thinking and simple living till I get back to the zone of the perfect thirty-six!"

A large part of the public health nurse's work is educational, and the Wisconsin group who saw the informal and cheerful demonstration conducted by Dr. Dennistoun were brought to realize that the best and most conveniently carried poster to demonstrate health is the live model, and that of the would-be educator. So great was the enthusiasm for self-improvement evoked by the program that the committee has been asked to carry over and to repeat and enlarge upon the item at the annual institute for public health nurses called next year by the Wisconsin State Board of Health.

AIMÉE ZILLMER



ON WEDNESDAY morning just about the time that the busy wife and mother finishes the breakfast dishes, and the bed-

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making, and the marketing, and the dinner's dessert, and drops down for a few moment's rest before the children get home from school for lunch, she can, if she wants to, tune in on the radio and get a few helpful hints on the management of those children. The Child Study Association of America, formerly the Federation for Child Study, has enlisted the radio in its educational service, and broadcasts talks on the mental and emotional problems of childhood from WEAF for mothers who take parenthood seriously but have little time to attend lectures or read books.

DR. D. A. THOM, well-known to Survey readers through his work in founding and directing the habit clinics for children in Boston, is the author of a new pamphlet on Child Management just issued by the Children's Bureau as Bureau Publication No. 143. The discussion deals with habits, the parent, feeding, jealousy, fear, anger, sex instruction and environment.

WHEN a Llama Gets Sore

He Spits

He's the world's best spitter

but

Who wants to be a Llama?

Certainly no one who meets this forbidding example on the cover of the anti-spitting circular recently issued by the National Tuberculosis Association.

HELPS for the School Nurse (publication No. 17 in Health Education) brings concrete advice with charts, photographs and detailed directions from the Bureau of Education. Recognition of Health as an Objective, published by the same bureau (School Health Studies No. 7) reports the proceedings of the conference held at Boston in October, 1923, entering in Dr. John Sundwall's discussions of physical education and school health, and on Dr. Hugh Grant Rowell's findings among adolescents in industry. Copies are obtainable from the Government Printing Office—ten cents for the former, five for the latter. From the Department of Health of Canada (Publication No. 34) comes an illustrated brochure on the Planning of Small Community Hospitals, treating the preliminary survey, selection of sites, the architectural plan of the hospital, and, in detail, methods of construction and equipment.

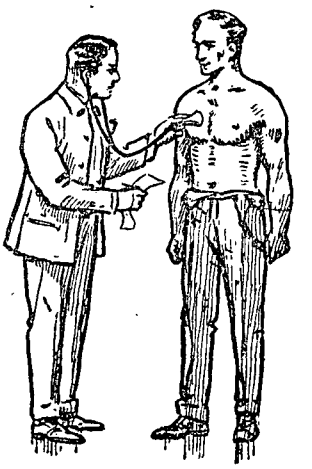
A SCOTCH BACHELOR of twenty-five, weighing the advantages of married life as against those of single blessedness, must put to the credit of the former the expectation of five more years of life, according to an analysis recently completed of the life tables of 1921 for that country. Married women also have a slight advantage (about half a year) in expectancy of life as compared with their spinster friends, if the risks due to pregnancy and childbirth are ruled out, while widows are at a distinct disadvantage as regards mean length of life in comparison with wives or spinsters. "The statistics here bear out what one would naturally expect in view of the economic and other stresses of widowhood," declares the Bulletin of the Metropolitan Life Insurance Company, in commenting on the study. As regards the recommendation of marriage as a means of furthering longevity, conclusions are more cautious. Dr. J. C. Dunlop, who prepared the Scottish study, points out that the shorter life of the bachelor may be due in part to a kind of natural selection, since there probably are some whose failure to marry may be referred directly to ill health or actual disease.

DRINK MORE MILK campaigns are yielding returns in an increased consumption of milk and cream per capita, according to statistics just announced by the federal Department of Agriculture. The average for the country is now estimated as just short of a pint a day a person in the cities, and about a pint and a half a day per person on farms. The estimates are based on reports from Boards of Health of 354 cities with an aggregrate population of more than 35,000,000 people. The increase of considerably more than a million quarts in 1924 over 1923 is attributed by the Department to improvement in the quality of milk, delivery in sanitary containers, and a general increase in knowledge of the importance of the value of milk in the diet, the result of milk campaigns and advertising. The total still falls short, especially in the cities, of the quart a day for a child and the minimum of a pint for an adult usually advocated.

AN EDUCATIONAL class for diabetics at Grace Hospital, Detroit, is to be financed by the Community Fund of that city. Before entering the class the patient receives the insulin treatment until analyses for sugar are negative; in the class he receives instruction in diet and health habits. A dietetic nurse on full time supervises patients in their homes. Ordinarily no charge is made for treatment, as, according to the Community Fund News, "the majority of those admitted are persons of advanced years who have spent most of their money for months or years of treatment." During the past year the class has been financed by private funds. Its weekly meetings have shown attendances ranging from 18 to 30.

WOMEN'S CLUBS, study classes, and other interested groups may profit by a series of six papers on various phases of health prepared by the Metropolitan Life Insurance Company. The papers discuss briefly the health of the pre-school child, community responsibility for the health of school children, health and recreation, teeth, food and milk. Each is accompanied by a bibliography, a list of questions for discussion, and a poster to be hung up at the appropriate meeting.

THE UP-TO-DATE HOSPITAL, declares a new leaflet of the Associated Out-Patient Clinics of New York city, cares for the vertical as well as the horizontal patient. In fact, one of its chief aims is to prevent the vertical patient from becoming the horizontal, by catching and treating incipient disease in free and pay clinics before bed care has become necessary. Between 1900 and 1923 the ratio of out-patient visits to free days' care of bed patients was doubled in the hospitals of the United Hospital Fund of New York. During that same period the number of dispensaries in the country increased from about 150 to about 4,000.



OUT-PATIENT DEPARTMENT
(Free and pay clinics)

IN-PATIENT DEPARTMENT
(Wards and rooms)

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SOCIAL PRACTICE

Unwanted—and Delinquent?

WHATEVER approach one takes to the study of delinquency one is led into the family group. All studies of the individual delinquent show the limitations of the statistical method. When we have weighed, measured, diagnosed, and analyzed the individual, and he becomes a vivid reality to us, physically and mentally, we see how barren of results it all is unless we also envisage him as a human being responding to other human beings.

Lombroso sought to explain the offender in physiological and anatomical terms, and more recently those who rely solely upon tests of intelligence have labored to demonstrate a causal relationship between mental capacity and conduct. All these materialistic studies fail to tell us why an individual becomes an offender. Judge Healy was the first investigator to point out the importance of the emotional factor. Through his studies in the Chicago Juvenile Court and in the Judge Baker Foundation the fundamental idea of the delinquent as an experiencing human being in the midst of a great variety of social influences became apparent.

The delinquent cannot be explained wholly in physical or mental terms. He is a by-product of a vast number of minute social responses. A feebleminded, hunchbacked, syphilitic boy may develop useful habits of work and harmless habits of recreation and may be trained to respond to certain simple social demands. An alert, healthy, well-endowed individual may develop permanent antisocial attitudes and reactions and may take to burglary or predatory politics. It is not a matter of original endowment, but of the interplay of emotion, personality and social experience.

The individual is not "self-made so much as he is group-made." In order to understand the behavior of any human being it is necessary to know what he has experienced in the social groups that touch him most closely. Edouard Lindeman has shown that the most important thing to know about an individual is to what group does his vital interest cling; in which of the groups—family, school, neighborhood, church, club or gang—is he living most vigorously?

For the young child the family group should be the most vital, affording him the most comfort and security and the best place for self-expression and fulfillment. Unless he can obtain in his home those legitimate satisfactions he is driven prematurely to the streets, or if he is a solitary child he may develop outlets such as excessive day-dreaming, timidity, temper tantrums, lying, stealing, running away, setting fires and the like. So often we hear lack of proper parental control blamed for delinquency. Parents are advised in pulpit and press to use the rod, be more firm in discipline, assert their authority. How tragic is most of this advice! It misses the central point: delinquency in young children is a symptom of deep distress. To use blind and ignorant force against the offending child is to display adult cruelty and stupidity at its worst.

The fact is delinquent children are very often unwanted children. The only child, pampered, spoiled, overindulged and sheltered, frequently becomes a delinquent because his parents are too engrossed in personal ambition, careers of business, invalidism or other absorbing occupations to be really interested in a child. They give him his own way, not because they love him, but because this course is the quickest road to their own goal of being let alone. The idea of true parenthood, that of intense desire for the wellbeing of the child, and respect for his growing personality, has never occurred to them. So too the unwanted child in the large family, in which the mother can provide nothing of motherhood to the individual save its physical aspect, may become delinquent. Particularly is it true that girls go wrong in such families.

Marion Kenworthy in a brilliant study of delinquent girls has shown that illicit sex relations may be the result of maladjusted family life:

> For example, consider a girl in a family with a number of other sisters: an older sister may throughout this individual's memory have received more attention, more thoughtful care, more opportunities for social adulation, more attractive clothes, and more recreational outlets, while younger sisters, because they serve father and mother as outlets for instinctive parental cravings, may be objects of envy. Soon we may have such a girl thinking that she is not as desirable as her sisters. She may develop a "grudge attitude" and feel that in her experience outside the home an opportunity is presented to obtain compensation for the things which the home fails to supply. . . . It is just such cases that we do find, at times, girls entering into lives of sex promiscuity in a definite attempt to find some means of compensation for the imagined unjust situation in the home.

Such cases appear in hundreds before the city Juvenile Courts. Girls of twelve, thirteen and fourteen, the misfits in large families, the eager, young adolescent girls, unwanted and unprovided for seek transitory comfort in numerous chance "love affairs." Their parents have no plans for them. In the scheme of family formation they have no adequate place. Unwanted children are always potential delinquents. Haphazard methods of family formation result in the birth of unplanned-for, unwelcome children produce a large proportion of the stream of delinquent boys and girls who pass through our courts and correctional institutions.

In the individual delinquent who commits the graver offenses of personal assault, serious property damage, theft and the like, one often finds a basic feeling of antagonism to authority, and a profound distrust of it. The family background of such offenders is nearly always tense with hatred or mutual suspicion or fear. The parents are maladjusted. The children feel inferior, or superfluous. When they are old enough they adopt any means of defense, any way of "putting themselves across in the community." Surely the modern scientific birth control movement has something to say to these unhappy parents. Doubtless the

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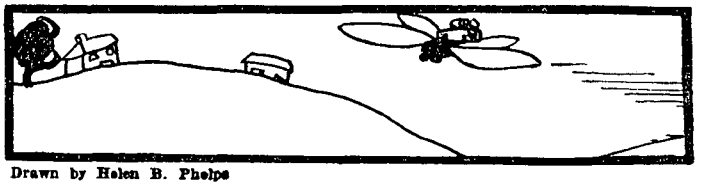
problem is more complex, but it is evident that the unwanted child is at the root of many broken homes.

There is another aspect of birth control which concerns the Juvenile Court; the widespread dissemination of dangerous, or worthless "information." Boys and girls today do not lack adult "counsellors"—unscrupulous older women, drug store clerks, quacks of all sorts fill their minds with filth and recommend measures highly injurious or useless. The medical profession is shouldering a great responsibility if it allows the field of family limitation to be occupied by professional seducers and sellers of patent medicine. Birth control clinics under reputable medical leadership, with nurses and social workers, could do a great deal to destroy the flow of obscene and poisonous literature and conversation that comes from the "underworld." In the field of sex education there are probably more fallacies current among young people than in any other department of public health. If youth is to gain wholesome knowledge, the experts must themselves take the initiative and assume aggressive leadership and not wait until they are shoved, or led into the movement by the non-expert.

No part of the birth control movement is of greater importance for the prevention of delinquency than its emphasis on durable, planned marriages and thoughtful voluntary parenthood. The concept of family formation should be taught boys and girls in early childhood. That children come because they are desired, that children must be prepared for, that they require adequate space, shelter, nurture, love, discipline, education, medical attention, religious and social guidance, that as Douglas Thom says "being a parent is the biggest job on earth"—this enlarged view of family life should reduce delinquency and stop an appalling waste of childhood.

There is no panacea, no ready-made program for the control of delinquency, but the birth control movement, linked with an adequate sense of its deeper emotional and social values is a significant step in the right direction.

MIRIAM VAN WATERS



Drawn by Helen B. Phelps

Gasoline Gypsies, 1925

THE Social Service Bureau of Denver has been so busy meeting gasoline gypsies and their problems that it has not yet had an opportunity to follow-up its pioneer report on migrant families in 1923 with a similar study of its 1924 clients of the road. Its records for the month of February, 1925, have been analyzed, however, by Mrs. Anna G. Williams, the executive secretary, and compared with the last six months of 1923. February was chosen because it is the shortest month of the year, a school month in every state in the union, and one in which automobile traffic might be expected to be lighter than in times of better weather. Despite these factors the number of families who chugged into Denver in more or less dilapidated machines and applied to the Family Service Bureau for aid, was just the same (40) as during the second half of the year 1923; they represented 219 individuals, as compared with 177 in the earlier period.

There were the Whites, for example, who admitted blithely that they had been on the road for more than a year. They camped outside Denver along the Platte river, and proceeded to sell "Dandruff Cure." Their permit to peddle was issued to the adult members of the family—but Mrs. White explained calmly that she and her husband could not bring in enough by peddling. Hence the two children kept going all the time, with framed-up stories of a tuberculous father, a mother unable to work and no food, and so brought in a very fair income. A year before their car had been smashed up in Dallas, Texas, but this family cooperation soon served to get them another in very good condition. When the social worker suggested that the children (both under 14) must be put in school the father declared that he had four shotguns all loaded for just such an emergency, and that he would not hesitate to use them against any officer "who defiled the sanctity of his home."

The striking aspect in the increased number of migrant clients who came into the office of this agency was the proportionately greater number of children—126 children under 16 in February, 1925, as compared to 87 in the last six months of 1923. Seventy-five of these would be required by law to attend school in almost any state in the union, if they stayed long enough to be caught. Fifty-one were too young to go to school, yet all the more unfitted for the wandering life which their parents had chosen. In the forty families there were six women soon to be confined.

The vocational record of the fathers showed a preponderance of unskilled labor, but among their sixteen varieties was numbered an ex-marshal of his home town, a tree surgeon, a druggist, a salesman, a pipe-fitter, a paper-hanger, an auto mechanic, and so on.

"As near as we can tell," writes Mrs. Williams, "only one of the forty families showed a disposition to settle down and take and keep a permanent job. The rest of the adults either wanted to keep traveling or were physically or mentally unable to earn their living.

"The question was asked recently, 'Well, what is the difference between these folks who come in cars and those who come on the trains?' The folks who come to us on trains are pretty apt to stay with us long enough to give us a chance to try them out to see if they are going to become self-supporting and eventually to make good citizens. The folks who come in autos are here today, and if they can beg, borrow, or steal enough to get gas and food, tomorrow they are gone."

On the Trail of the Covered Wagon

JIM WRIGHT was born in a covered wagon, in the late eighteen eighties. Through most of his childhood he perched on the front seat beside his father, or watched the lurching dirty gray top above him from the clutter of family goods inside. They saw the country—and as civilization pushed westward behind them they went on in search of better prospects. In the intervals between trips Jim got through five grades in school, joined the Baptist church, learned to use a saw and hammer, and became, in time, a union carpenter.

But the story of the Wright family, which begins like a chronicle of pioneer America, runs down at the end of the trail, where it crosses the highroad of modern social treat-

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ment in the fourteen-year-old person of Jim's son, Tom. Tom left home one night in a Texas town with his gun under his arm. The next day he was arrested for stealing an automobile. After a week in jail he was probated to his father, and the judge of the Juvenile Court asked the Dallas Child Guidance Clinic to study him.

Tom sounds much like the healthy run of fourteen-year-olds. He is short, stocky, and generally pretty husky with an I. Q. classified as "low average." He has worked as a golf caddy and a paper boy. He likes movies, Wild West shows, baseball and automobiles, and he wants to be an automobile mechanic. He makes friends easily, but does not confide in the family; he is restless, hard to control, "nervous," impatient, stubborn and a tease. He has been known to smoke, to tell lies at home, and to run away from school, which he does not like. Probably the company of fourteen-year-olds who could be cleared against charges of all these minor sins is very slight indeed; and yet at fourteen Tom has clashed with the law; and his family is worried; they know little of his thoughts or his whereabouts, and dislike and mistrust his chief companion, a boy of his own age.

Behind its records of physical and mental and social investigations the Dallas Clinic saw the shadow of that covered wagon. In the second generation it appeared in the less attractive guise of a battered Ford. Jim Wright was a good workman, who could count pretty surely on finding work when he had to in a new country where carpenters would be needed. So when the present prospect got a trifle dulled, and distant ones looked more inviting, they moved on. When Tom came to the clinic the family was living in a shack in a tourist camp on the outskirts of Dallas. The one room was crowded with stove and cots but showed an attempt at neatness and order.

Put in the somewhat severe terms of clinic records the psychiatrist's explanation of Tom reads this way:

> This patient's history appears to present a striking example of gradual development of unsocial tendencies through the lack of a stable environment and the parents' ignorance of child problems. Patient's enuresis, restlessness, impatience and stubbornness seem to be part of his nervous reaction to the continual changes of his environment. His imitation of his father's nomadic tendency may also be a factor. His lack of interest in school and truancy are probably caused by the frequent school changes, which again are accounted for by the family's nomadic existence. With nothing attractive or stable in the home or school, patient's interest was soon turned to other channels. He no longer found a confidante in the family but fell in with bad companions, read Wild West stories, ran away once and was found in a box car, and finally committed a theft.

What will they do about it?

Tom is to come to the clinic at weekly intervals for a month, during which an effort will be made to change the "paranoid attitude." Physical defects will be remedied. As he so dislikes school, an effort will be made to make use of his mechanical aptitude through training in a mechanical trade. He will be encouraged to join the Boy Scouts, the Y. M. C. A. and a Sunday School. If possible, work should be found for him to use his mechanical ability.

Equally important is the interview to be arranged with the parents, to explain to them what is wrong with the boy, to urge them to move from the present neighborhood, if possible to a house where Tom can have a room of his own, and then to settle down.

"The outlook is good for social adjustment in all spheres," the record concludes, "if we can control the wandering tendencies of the family and the irritable attitude of the patient."

But what will become of Tom if they crank up the Ford and move on tomorrow, beyond the radius of that understanding judge and clinic?

What Should a Family Agency Do About It?

WE often meet the criticism that social work helps the least fit in society to survive and to breed their kind. Unfortunately, the records of family welfare agencies sometimes bear out the truth of this contention. A forceful example in point is cited in Sophonisba P. Breckinridge's recent work, Family Welfare Work in a Metropolitan Community. This story is the case of the family of Mr. J. who developed a tumor as a result of constant use of a large screw driver against his chest in his work in a foundry. He was obliged to give up his work. When he applied to the welfare agency for assistance on February 5, 1918, he had been ill for eleven months and had exhausted all his savings. His trouble was diagnosed as aneurysm of the aorta and his condition was pronounced incurable. The doctor examining him said that he was likely to drop dead any day.

Mr. J. was then forty-one years old; his wife was twenty-three. They had two little girls aged three and one. The father was not entitled to compensation because previous to 1923 the law of Illinois made provision only for occupational accidents.

On December 12, 1918, Mr. J.'s condition was again reported hopeless. During the next few months he felt well enough to do some work between frequent periods of severe illness. Mrs. J. also was not well, with the diagnosis of chronic appendicitis. In November 1919, the father was examined again and the doctor declared that he never again would be able to work. The welfare agency aided the family during this period with the help of a number of other relief agencies whose support it had enlisted. On December 30, 1919, almost fourteen months after Mr. J. had been pronounced as hopelessly incurable, a baby daughter was born.

In March and in July 1920, the same verdict as to Mr. J.'s physical condition was repeated by the fourth or fifth doctor who examined him. But in March 1921, two years and four months after Mr. J. first was warned that he might die any day, a baby boy was born. A few days after the birth of the boy, Mr. J. died, leaving his wife and four children, aged five, three, one and a few days. In due time the family received an allotment from the Widowed Mothers' Pension to provide for their needs.

Faced by a prognosis of hopeless illness of the family's breadwinner, was the agency discharging its full duty by merely paying the rent and supplying food and medical aid? Was it not incumbent upon the agency to discuss with the family a plan to limit future propagation, since they already

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were a charge on the community, apparently for many years to come? In their own interests, if not in the interests of the society, such a limitation was essential.

Nowhere in the record of the case is there any recognition of the fact that a family with two very young children and a husband likely to drop dead any day should be discouraged from adding to its numbers. It cannot be argued that the family did not know the truth as to Mr. J.'s condition, for both the man and his wife were fully informed. Neither can it be argued that the giving of contraceptive information was illegal. Where the law of the state forbids it, the situation of this family might constitute an emergency of which the law would take cognizance. But while the federal statutes forbid the transmission of contraceptive information through the mails, Illinois statutes make no mention of contraception in any way.

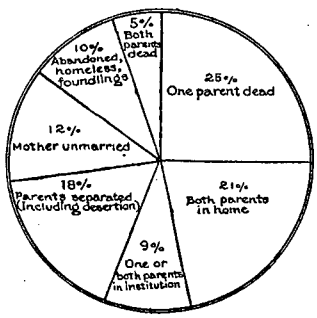
Many additional illustrations might be added to indicate that a problem exists to which the community as well as the private agency must give attention. An increasing number of health centers and clinics are being established to help maintain physical and mental health. Would not the social worker be justified in considering a family whose breadwinner is totally disabled or unable ever to support his family completely as one who should be referred to a clinic to receive proper contraceptive information?

The writer is not here concerned with the general question of birth control. That is a matter of far greater importance in which there enter questions of national security, religion and individual opinion. The present problem narrows down to the family already dependent upon private or public funds for its existence. Is it proper social policy to maintain a hands-off attitude while the family continues to multiply and to increase the burden the community is bearing? A negative attitude under such conditions may act as a direct incentive to propagation, for the responsibility for the support of the additional members of the family does not rest with the parents. It is interesting to recall the consequence of the Speenhamland Act of Parliament of 1795 which modified the poor law in England so that a specified sum for every child in the family was to be granted to those receiving outdoor relief, the amount depending on the wages of the father and the current price of bread. This put a premium on incontinence, and the size of pauper families greatly increased.

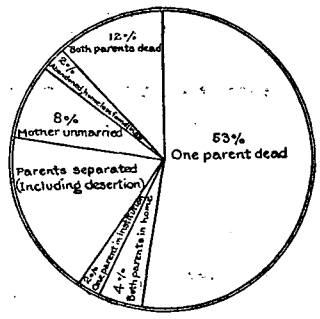
During the World War an effort to deal with this problem was made in England by the Hereford War Pension Committee. Havelock Ellis points out that the committee decided not to issue a material grant for children born during a prolonged period of treatment allowance. "Such a measure," he comments, "of course fails to meet the situation, for it is obvious that when born, the child must be cared for." But it shows a glimmering recognition of the facts and people capable of such a recognition will in time come to see that the right way of meeting the situation is not to neglect the children, but to prevent their conception.

BENJAMIN GLASSBERG

ABOUT A THIRD of the children committed to the care of the Board of Guardians of the District of Columbia in a given year were living with their mothers immediately prior to the commitment; in the case of the private childcaring agencies, more than half the children had been living at home with the mother. In a section on preventing child dependency of the study on Child Dependency in the District of Columbia, just issued by the Children's Bureau (Bureau Publication No. 140) Emma O. Lundberg and Mary E. Milburn point out that financial assistance, in some such form as a mother's pension, undoubtedly could have prevented the breaking up of many of these families. Other factors which might aid in keeping the home together and preventing the children from becoming completely dependent on public or private agencies, are: adequate social investigation, by the Board of Children's Guardians or the Juvenile Court, with the aim of prevention of child dependency; a child study clinic, to aid in the treatment of maladjusted children; the rehabilitation of families, with a larger probation staff at the service of the Juvenile Court; a better coordination of the work of public and private agencies, and concerted action for a revision of the child welfare laws governing the District of Columbia.


5% Both parents dead
10% Abandoned, homeless, foundlings
25% One parent dead
12% Mother unmarried
18% Parents separated (including desertion)
21% Both parents in home
9% One or both parents in institution

Based on 2,444 children under the care of the Board of Children's Guardians


12% Both parents dead
8% Mother unmarried
53% One parent dead
Parents separated (including desertion)
4% Both parents in home

Based on 612 children in private institutions for whom report was obtained

CHICAGO reports gloomily that figures for 1924 will show an increase of 45 per cent in juvenile deliquency over 1923. "There is an apparent restlessness, particularly on the part of the youth, which is not confined to this community," declares Anton J. Cermack, president of the Board of Commissioners of Cook County, in his annual message, "and there is evidence of a breaking down of respect for law, both on the part of the youth and the adult." The State Board of Charities of New York protests, however, against the current conception that delinquency is increasing in that state, offering as evidence the fact that the population of the reformatories of the state has decreased constantly from 1917 to 1925. "It is probable," declares the report, "that during these years the improved industrial conditions, the work of probation officers, the Big Brothers, the Big Sisters, the Boy Scouts, the kindred organizations have been the influences at work in reducing the number of admissions to reformatories." A similar decrease is noted in the number of dependent children under care in institutions, in boarding homes and in their own homes, from 66,431 to 63,192. During the nine years from 1914 to 1923 there was a decrease of approximately 30 per cent in the almshouse population, due probably to improved economic conditions and the demand for workers during and after the war, and possibly to the effects of prohibition. In 1924, however, industrial conditions were not so favorable, and apparently it was more difficult for the aged and those handicapped physically or mentally to find employment, for the group who sought almshouse care again registered an increase. The budget of public and private institutions and agencies subject to the supervision of the State Board of Charities of New York state is approximately $73,000,000, of which more than half comes from private sources.

THERE ARE no bank presidents in the list of graduates whose occupations are reported in the report of the Chicago Home for Jewish Orphans, just issued, but there are hopeful samples of the more usual run of humanity. Of the 231

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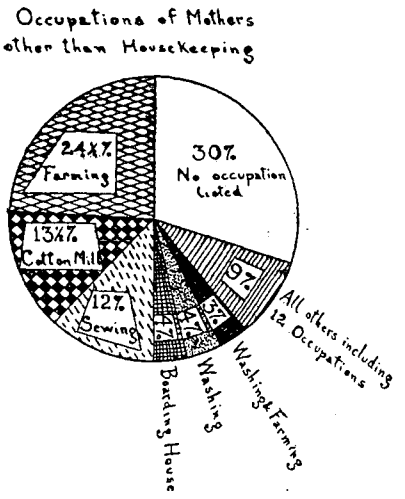
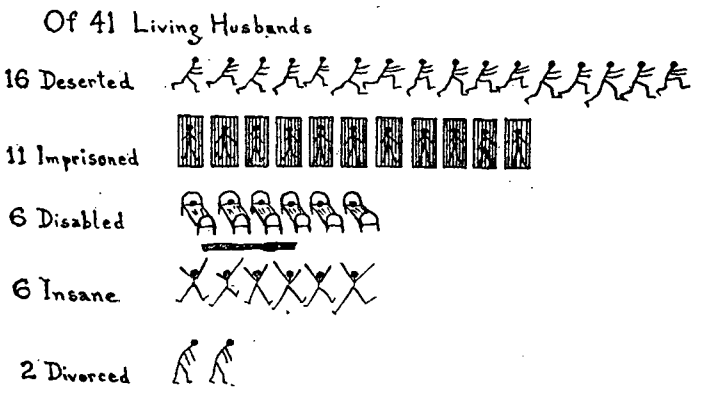
boys who have gone out from the Home, 152 are in commercial callings, 12 in the professions, 14 in the trades and 18 still in school. Ten others are musicians, one is a car conductor, one a social worker, one connected with the Reparations Commission and 3 are hotel stewards. Five are in hospitals, 10 have died and for 4 information is lacking. Office work leads the occupations of the girls, with 77 out of 177 listed as stenographers, clerks, office managers or bookkeepers. Next comes matrimony, with 70. There are five milliners and three saleswomen, and one each of housekeeper, nurse, dressmaker, stage and schoolteacher. Five are still in school, 5 have died and 5 are in hospitals; for 2 there is no report. So far as is known none of the graduates has applied to the Jewish Charities for aid, and none of them is in a penal or correctional institution.

DURING the first year of the operation of the Mothers' Aid Law (August 15, 1923, to August 15, 1924) North Carolina extended pensions to 206 mothers, with 794 children under 14 years of age, exactly 1,000 persons in all. Because of the newness of the venture, the state director visited personally each of the mothers reported eligible by the county superintendents of welfare; the biennial report of the State Board of Charities and Public Welfare gives a glimpse of some of the difficulties of the task in a casual statement that "often it has been necessary to walk from one to fifteen miles in some of the mountain counties." An analysis of the first year's work published in the report indicates that North Carolina's problem with mothers' aid is largely rural.



The average age of the women helped was just over 35; on an average they had 3.9 children under fourteen, though the range was from one to eight, and more than one-fifth of them had a child born after the death, disablement or desertion of the father; most of them had lived all their lives in North Carolina. The husbands were still living in one-fifth of the cases aided. Even with the state grants more than two-thirds of the mothers continued to do some work aside from their housekeeping. The report notes that the farming reported by nearly a quarter of the women must be considered to mean no less than a man's work—plowing the land, working the crops and gathering the harvest.



THE CLOSING DAYS of the Pennsylvania legislature wound up a number of important measures. The General Relief Act of the Poor Law Commission (See The Survey, April 15, 1925, A Tangle of Good Intent) passed the House on April 15; it already had passed the Senate. The Commission was not continued. The "Baby Farm" Act of the Children's Commission has been signed by the governor. Another bill passed by both houses authorizes the Department of Welfare to organize an orthopedic unit, backed by the Rotary Clubs. An item of $38,000 for this purpose is carried in the general appropriation bill; while a like amount is appropriated for a State Council for the Blind, created as a departmental administrative board within the Department of Welfare. The Phipps-Sterling resolution to amend the state constitution to permit a $50,000,000 bond issue for the construction of much needed state institutions passed the House unanimously and the Senate with only one dissenting vote. This measure must pass the 1927 session of the Assembly before it can be submitted to the voters for ratification. Two important measures on old age assistance have received favorable action in both houses; one authorizes the governor to appoint a commission for the further study of old age pensions, and the other is a resolution proposing an amendment to the state constitution to permit funds to be appropriated for old age pensions, doing away with the legal objections raised to the earlier legislation in this field in Pennsylvania.

THE SURVEY is especially happy to report that the Children's Commission, under Charles Edwin Fox as chairman and Dr. Neva R. Deardorff as executive secretary, has been continued for two years with an appropriation of $15,000. The tuberculosis and public health groups secured the passage of bills to permit one or more counties to establish tuberculosis hospitals and to organize county health associations. Another important measure was the Muncy Bill, permitting the transfer of women offenders from the county prisons to the industrial Home for Women at Muncy in Lycoming County. An item which brings great rejoicing to social workers provides $500,000 for new construction at Laurelton State Village for Feebleminded Women, which will enable the Village to increase its capacity to about 500 patients. This measure was in the major legislative program of the Public Charities Association.

"THE MOST important step in this field in a generation," says Homer Folks of the Webb-Esmond illegitimacy bill recently passed by the New York State Legislature and signed by Governor Alfred E. Smith. "The action of the legislature in thus revising crude, obsolete and fragmentary laws, some of which have been on the statute books for 150 years, will be very widely commended throughout the state, and this progressive action taken by New York state will undoubtedly have a useful effect in other states." Under the new act the support and education of children born out of wedlock will be dealt with under the domestic relations law, not the poor law. The mother of such a child gains a right to come directly to the court to ask for an enquiry into her child's paternity. Hitherto she could do so only through an administrative official, and only if it appeared that the child was likely to become a public charge. The new law also gives her the right to appeal to a higher court in proceedings to establish paternity, a right previously held only by the man, and it provides that no final settlement which will release the father from all future obligation to support and educate the child can be made without the approval of a court. Heretofore some 1,200 officials have been empowered to make final settlements of this kind for any amount they might deem proper, sometimes as little as $50, and no later action against the father was possible. Aside from obvious gains in harmonizing legal and administrative conflicts, and affording a greater protection to both mother and child, the new bill is expected to increase the protection of taxpayers against the burden of supporting illegitimate children. It had been endorsed by social agencies, throughout the state.

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COMMUNITIES

When Churches Join Hands for Social Work

This is the third and final article in an informal series which attempts to define broadly the place of a Protestant church council in the social work of a reasonably self-conscious community. Mr. Sanderson of Wichita, a church federation secretary, opened the discussion in The Survey, January 15, 1925; Mr. Borst of the Indianapolis Community Chest contributed a social worker's point of view in March 15, 1925; and Mr. Sanderson here offers a sheaf of facts from many cities to illuminate the definition.

CAN a council of churches participate usefully in social work? Specifically, can it serve as an ally of a council of social agencies in integrating community efforts for social betterment?

Yes—in ways like these:

It can actually create the council of social agencies. In 1920 Diffendorfer's little book on The Church and The Community appeared. In it was the statement, "If a council of social agencies does not exist, the churches should inspire and guide its organization." One church federation secretary took this counsel literally. As a result the social agencies in that city were called together and a council was formed. For a year it was merely an activity of the church federation, then it colonized, added the community chest feature and today has raised its third annual budget, amounting to approximately two hundred thousand dollars. In this case the church federation literally created the force with which it could ally itself in the field of social betterment.

In Chicago the Church Federation is a dues-paying member of the Council of Social Agencies. A joint service bureau for the placement of Protestant children in institutions was developed by the Church Federation in response to an obvious need. It has been placed under the Council of Social Agencies for permanent operation. The Federation Commission on Public Institutions referred to a committee of the Council of Social Agencies the matter of adequate clothing for old people in the Cook County infirmary. The Federation Commission on Social and Civic Relations discussed the question of additional probation officers for the Boys' Court, referring it finally to the Council of Social Agencies which has appointed a special committee, as chairman of which the chairman of the Church Federation Commission has been named.

In these few instances in one city several important and basic principles are emphasized. First, it is efficient to refer items for action as quickly as possible from the church body to the social work council. Second, there may be an interlocking personnel in which individuals receive their spiritual urge from the church connection, and function socially through technical non-church agencies.

A council of churches can give the social agencies the facts concerning the churches—what pastors will do what, and why; what laymen may be depended on, and why; what women are the key to what organizations and how. It can mobilize the churches, or suggest the means of mobilization, if anybody can. A community chest needed the atmosphere which could best be secured by the addition of hundreds of workers for a quick residence clean-up. Twenty-six men met at breakfast. They were men recommended by the council of churches, and the plan was worked out with the advice of the council secretary. These twenty-six men scattered to as many churches. They talked to Sunday School groups, the morning congregations, and to individuals. As a result it took from two to six people six hours during the afternoon and evening of that Sunday absorbing the additional personnel secured by this emergency call. Incidentally it was the secretary of the council of churches who managed the business of absorbing them. Each of the more than three hundred (net) new workers was carded, alphabetized, assigned and notified by mail; and at noon on Monday every one of the new workers, whether he had his Monday mail or not, found out exactly where he was to work. One of the chief social functions of a council of churches, in other words, is to know the field.

In Cincinnati, the Church Federation maintains an extensive social service work which is financed by the Community Chest. The Chest even pays a portion of the executive's salary together with part of the rent, light, heat, supplies, publicity, and printing costs of the Federation of Churches. In addition the Chest provides the full salaries of four staff members who are wholly engaged in social service. Besides a social service secretary, the Federation employs a clergyman as a hospital visitor, juvenile court representatives among both boys and girls, and a ministerial worker among colored boys. The court representatives have offices at the Court House, but are in constant touch with the central office of the Federation. Children of the Juvenile Court are released on probation to these representatives who are responsible for these children until Big Brothers or Big Sisters have been found for them. In addition the women's department the Federation of Churches maintains a Big Sister's Club and conducts a home for delinquent girls which is not financed by the Community Chest.

This situation raises two questions: 1. Is it desirable that federations of Protestant churches should be in part supported by community chests? (Closely related with this is the query, On what ground is it fair to support the general secretary of a Y. M. C. A. or a Y. W. C. A. out of chest funds, but exclude from such participation the executive of a council of churches?) 2. Is it desirable for councils of churches to undertake social service tasks which

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could be developed under secular auspices? ("Modern institutions grow by loss of function, and not by the increase of function.")

ST. LOUIS has set the pace for all Protestantism in appointing George B. Mangold as social service secretary of its Church Federation. Mr. Mangold has outlined his general plan in a little folder on The Enlarged Program of the Church Federation for Community Service. He feels that as Catholics and Jews have instituted powerful progress in social education and service, Protestant churches must do likewise if confidence in Protestantism is not seriously to wane. He proposes that church groups throughout the city endeavor to discover the social needs of St. Louis, to accept appropriate civic responsibility, to promote public morals, to enlist individual volunteer service, to organize observation tours, to promote wholesale legislation and to serve the existing social agencies. Here as in Chicago the established social work organizations are recognized as basic. Mr. Mangold also suggests educational opportunities for church groups consisting of illustrated lectures on the St. Louis Church Survey, and addresses on moral and social problems. If such topics as commercial amusement, public recreation, social hygiene, juvenile delinquency, divorce and the courts, the immigrant, public institutions, housing and morals, the courts and justice, civic responsibility, the obligations of suffrage, principles of giving relief, homeless men and women, Big Brothers and Big Sisters, protection of girls and young women, hospital service, and the good neighbor can be brought to the attention of all sorts of church groups in St. Louis, Mr. Mangold will have richly justified his election to his important office. With his contacts in the field of technical training for social work, he will be able to link up the spiritual dynamic of the church life through a proper vocational guidance into a technically efficient expression of Christian brotherliness. If St. Louis can put its proposed commission of twenty-five men at work on problems of this sort, it ought surely to be able to show results in the near future.

PITTSBURGH reports that the Morals' Court "wouldn't last three months if it were not for the Council of Churches." Protestant agencies are represented by denominational workers, by a Y. M. C. A. city boys' worker and by the executive secretary of the women's department of the Council of Churches whose office is somewhat of a clearing-house for the denominational agencies. The Council of Churches was one of the bodies helping to organize the Federation of Social Agencies in Pittsburgh, and the council executive secretary has been a director from the beginning.

In Pittsburgh, also, an extensive case work program has been developed. The Methodists sustain two women case workers, one in family case work who operates only in part in the Morals' Court, and another in girls' work. Baptists, Lutherans and Presbyterians have either secured each a community case worker to handle Morals' Court cases along with others, or are planning to do so. The secretary of the Council of Churches has been teaching classes in case work in Christian service for three years. A training class of teachers for classes in Introduction to Case Work in Christian Service, followed by study classes under these teachers in the local societies throughout the county, constitutes the evangelistic program of the Christian Endeavor Union for the year.

Is case work a social matter exclusively, or can the same technique be applied in the field of religion? Whether individual churches should employ trained case workers as parish visitors is an open question. If it is decided in the affirmative, then such workers might well be in effect members of the case work staff of the community family work agency. The churches should welcome this arrangement, and through it family work in the city would be increased considerably in its efficiency with tremendous decentralization of financial burden. If religious values and sanctions can be used to supplement social technique, such an arrangement ought to prove effective. But it is obvious that whether the answer is affirmative or negative, one of the chief functions of the church with reference to social work is to get over to its membership a more or less scientific attitude toward case work. With this may naturally develop under careful guidance a very considerable amount of friendly visiting.

Probably individual church members will be taught how to understand the vast scope of social work most effectively through some such channel as that of friendly visiting. Many a woman who could not for the life of her write the results of a first interview, who may have to break off abruptly her first visit to a squalid home for the purpose of literally getting some fresh air into her lungs, will find at the end of five years of visitation that she understands rather intimately the problems of housing, unemployment, sanitation, education and many other matters about which she may appear to be superficially illiterate. Such visitors will largely be recruited from the church, but will be supervised by the social agencies. They will learn the spirit and technique of social work; as a result they will interpret to the entire church life of the city the meaning of social effort.

In the particular field of work in county jails and similar institutions the Federal Council has endeavored to assist through a handbook for guidance in communities undertaking personal work for prisoners in local jails. The difficulties of this whole task are obvious to all who have approached it with social imagination. The limitations of sincere workers in jails, not to speak of actual harm which may have been done, can be offset by the lethargy on the part of most comfortable Christians to whom it never occurs that they should ever take literally the command to minister to those who are sick and in prison. How to organize service in institutions either on a professional or voluntary basis, or both, is one of the most difficult questions facing local Councils of Churches.

IN return the relationship between religious motive and social work can be interpreted to the social agencies which tend constantly to forget the fact that most of their activities have sprung out of idealism first kindled in social workers in the very church which they so often neglect. Lindeman says: "Most communities have sufficient social machinery; the church should furnish the spiritual forces to give both motive power and direction to the machinery's operation .... What the social machinery of our day needs is spiritual force to provide motive power." The council of churches ought to be able to interpret social work as a real aspect of the Kingdom of God, second only to the matter of personal faith—and faith that does not go out

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in sympathy and constructive effort into the community is pretty poor faith for a time like this.

In December, 1924, a national conference was held on Organized Women's Work in Federations and Councils of Churches. Special emphasis was put upon volunteer social service by church women. Among the findings were the following:

We find that there is need of relating the activities of social and welfare agencies to the organized work of church women.

We recognize the vital necessity of Christian influence being dominant in work for delinquent girls and the foreign-born neighbor, in particular.

One special instance will illustrate the possibilities of this influence. The elements of the situation were a Mexican population, and a cooperative Protestantism. An experienced foreign missionary, detained at home, did for and with the churches of a city just what she had done on a distant continent. Social agencies hitherto lukewarm or incapable in dealing with the aliens, owing to a language barrier, welcomed the services of a Spanish-speaking worker who proved to be socially-minded, and helped to speed up their procedure. Result: the Mexicans are as well cared for as any element in the city; no pauperizing influences are at work; rather the same sort of self-respect-breeding service that is given in the most socialized mission stations in backward lands.

Many a tale could be told along this line: salvaging of semi-delinquent youth, education of retarded children, introduction of socialized recreation, raising of the cultural level, friendly visiting in the homes—real stuff, all of it, not the less social because warmly religious in motive. Whether church workers and churches themselves shall think of these activities as church activities or as social work activities is an important question, but relationships need not disturb us too much if we have vigorous and efficient activity. The complexity of our modern urban life is so great that one of the chief functions of a council of churches may well be that of an interpretive medium or liaison officer between organized social work and individual church groups. Difficult as it is to coordinate the activities of Protestantism, there is after all a subtle, intangible, elusive spirit of harmony which our diversified Protestantism can offer as the religious basis of social unity. On that basis, I repeat, a council of churches can participate usefully in social work, and can serve as an ally in the task of integrating community efforts for social betterment.

Ross W. Sanderson

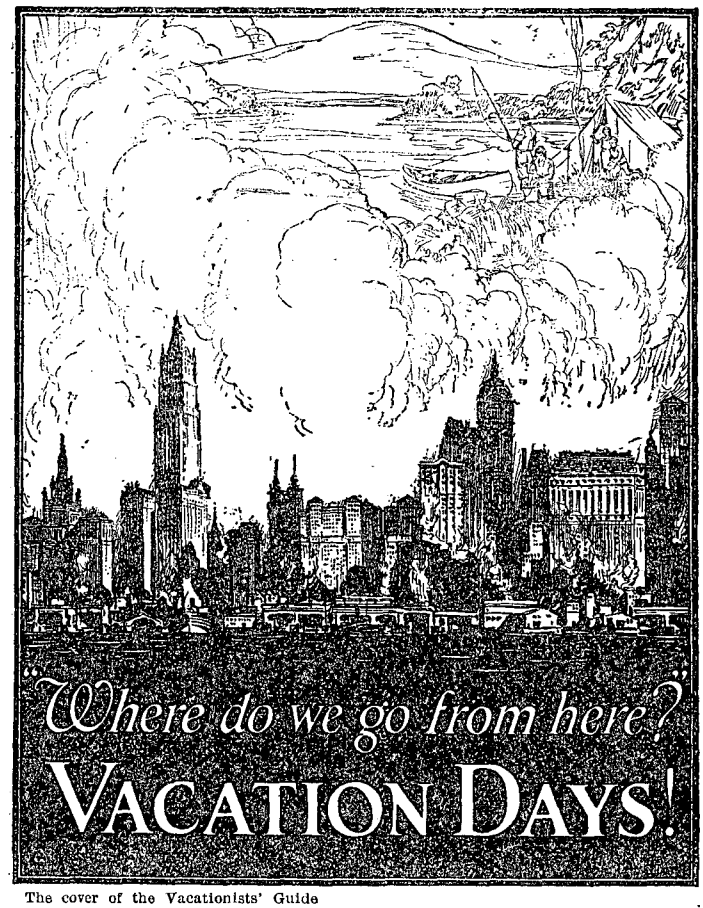
Goin' Away?

"WHERE y' goin' this summer?"

"I dunno. Went to Pleasant Corners last year, and say, the eats was awful, and there wasn't a thing to do but hang around the front stoop all day. Why, y' couldn't even listen to the radio. And the ol' tin pan . . ."

Two weeks, or three, or a long and potentially blissful month—a summer "vacation" is a pretty important investment when it represents the only real break in a year of subway-ridden days and electric-lighted nights. And it is a tragedy when the investment turns out badly and the two weeks prove vacant indeed.

The Playground and Recreation Association believes in helping people to play: it has already sponsored an authoritative manual on organized camping (Camping Out, edited by L. H. Weir) for the benefit indirectly of the growing number of city young people who take to the honest-to-goodness woods in the summer. Now it comes to the aid of the still larger number who cling to the more conventional hotel-and-boarding-house holiday.



The cover of the Vacationists' Guide

A vacation service bureau for the use of the employes of New York business houses has been organized under its auspices and has published, in bulky loose-leaf multigraphed form, its first vacation guide. Its primary purpose is to obtain and make available reliable information regarding good vacation places in the territory most frequented by New York city vacationists.

Unlike the familiar railroad booklets, the survey is to cover the whole of New England, New York, New Jersey and eastern Pennsylvania, including shore, mountain and country resorts. The bureau's representatives, in a three months period last summer and fall, visited over six hundred places in the Adirondacks, Catskills, Pocono Mountains, the Jersey shore, the Lake Hopatcong section of New Jersey, Ulster, Orange and Sullivan Counties, New York state, the eastern end of Long Island, the Delaware River valley and the west side of the Hudson, south of Albany. Complete data was obtained on five hundred and fifty of these places.

Not only the personal observations of those making the study but the recommendations of townspeople including postmasters, librarians, bankers, school heads, town officials, and secretaries of chambers of commerce were taken into consideration. Written information was also secured from former resort guests whose names were furnished as references.

The findings of the Bureau have been put together in The Vacationist's Guide, which gives general data concern-

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ing resorts and answers the vacationists' major questions—how long does it take to get there? how much? what is there to do? The data includes, for each hostelry mentioned, the name of the proprietor, season rates, capacity, clientele (which is frankly stated), location, facilities, amusements and rates. The book contains a map showing all towns where resorts are listed and also zones indicating the lowest and the highest round trip transportation charges from New York city.

The guide is being placed gratis with business concerns in New York city, who are making it available to their employes in rest-rooms and libraries where it will be readily accessible. Employes make all their vacation arrangements directly with the resort.

The work of the Bureau has been financed by a special contribution for a two-year period, at the end of which time it is hoped it will be self-supporting through underwriting by employers and resorts. The service will be non-profit making.

The future plans of the Bureau include assistance to summer hosts and hostesses in raising their standards of service. Through the assistance of the School of Home Economics at Cornell University, the Bureau is already distributing literature on diet and nutrition to boarding houses and farms. The employment of trained recreation directors by the larger hotels will also be encouraged.

While the Bureau is an experiment, the idea has won much approval from employers and from others who are familiar with the needs which it aims to meet. The round of "croquet, piano, victrola, radio, dancing" which house after house advertises as its amusement facilities may seem insipid to the kind of city folk who tuck the New York Walk Book under their arms on weekends and go far afield in vacation, but it is a useful service to smooth the road between the office desk and the hammock on the shady lawn for those whose circumstances or whose tastes lead them no further in search of rest and rebuilding. And diligent search in the guide will discover the place where a mountain pool or a bit of surf can be got at within the narrow compass of a vacation budget. Some day, perhaps, we shall go much further in making hearty and genuine holidays possible for wage-workers, along such lines as those developed in England by the Holiday Fellowship, Ltd., and the Cooperative Holidays Association.

Volunteers in Dayton

SOCIAL agencies under pressure—flooded by new calls. Case workers under too heavy a load. No more money to employ new workers. This was the situation in Dayton, and one of the reasons for setting up a training institute. The other reason was to provide an outlet for the altruistic emotions of some who wondered if the organization of social work and the federation of Dayton's social agencies had removed the need of personal volunteer service.

An eight weeks' course with sessions meeting weekly was planned by a committee appointed for the purpose. C. C. North, professor of sociology at Ohio State University, was secured for six weeks and Edna McChristie, referee of the Juvenile Court in Cincinnati, gave two evenings.

For a springtime course, running through April and part of May, it was thought that an enrollment of one hundred persons would justify the experiment. Enrollment blanks were printed and given to an enrollment committee for distribution. It was something new, and the newspapers were glad to give the movement wide publicity. Before the course started, nearly two hundred persons had enrolled. New registrations were added each week until the course was half over, when the total number enrolled was two hundred and eighty-four. The response was enthusiastic.

Some students enrolled simply to inform themselves on the methods and problems of social work, others with the intention of giving definite time as volunteer workers, and still others already on the job came for the stimulation which they received. Three principal groups were represented; staff members, who may or may not have had previous definite training in social work, workers with agencies outside, but touching the field of social case work, and the general public interested through the churches and service clubs.

The registrants, both white and colored, comprised 39 workers, representing 18 social agencies; 32 others who had formerly done volunteer work; over 30 nurses, including those on the staff of the Visiting Nurses Association; teachers, church workers, parent-teacher associations and other service clubs. A church supplied one of the five smaller discussion groups. A majority designated the type or types of work they were most interested in doing, as follows:

Work with needy and dependent families	35
Work with neglected and delinquent boys	26
Work with neglected and delinquent girls	38
Recreational and social work with boys	25
Recreational and social work with girls	36

Every Tuesday night the sessions began with a dinner at the Y.M.C.A. at six. The lecturer talked and answered questions from six-thirty to seven-thirty, then the sessions divided up into groups for further discussion led by local social workers. These small groups provided opportunity for application to particular situations and problems of the more general principles given in the preceding hour, as well as for further questions and answers. Notebooks were kept by the students, for which additional multigraphed sheets were prepared each week by the Community Chest. These multigraphed notebook pages included a summary of the last lecture, a list of books along the same line, the summary of a case story to be analyzed, other pertinent information, and announcements for the following week. The Public Library cooperated by collecting in a special section all its books on social work and offering to buy others as needed. In addition to the Tuesday evening sessions, trips were planned each Friday afternoon to the various institutions and other community agencies.

The Community Chest paid for the course. No fee whatever was charged the students, the only cost to them being the amount paid for the dinner. The investment of time and money was made in the hope of realizing larger interest and understanding on the part of the general public, a keener insight and sympathy between related, though different, fields of work, and increased effectiveness among the workers.

Needless to say, it is not expected that the course will turn out trained social workers. It seems, however, a worthwhile experiment in bringing training and training school methods to the community and in stimulating the interest of men and women capable of being of service as volunteers. Six months hence it should be possible to make some appraisal of the net results.

HELEN M. CURRIER

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Adventures in Education

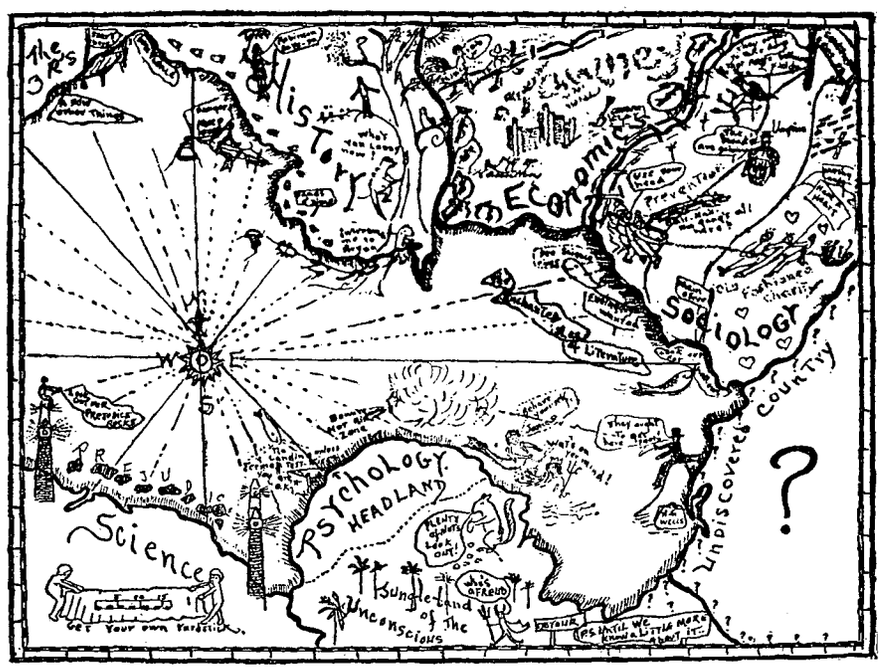
IT ISN'T often that an organization formed to promote the recreation and well-being of girls captures the imagination of the community to such an extent and in such a way that young men begin to clamor for a share in its activities. But Mary Curran, executive secretary of the Eastern Pennsylvania section of the National League of Girls' Clubs, writes that in some of the League's Philadelphia centers "young men are showing great interest in the program. We are beginning to think that our work should be extended to include them. Our name must, of course, be changed before this work can even be attempted."

So when the local units of the League celebrated the new phases of its work by giving an operetta at a recent dinner meeting, a broad hint was dropped to the effect that the League of Girls' Clubs might soon become the League of Something Else—less restricted as to gender.

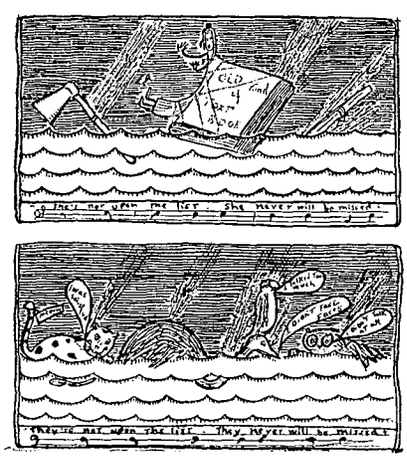
It is the new education department of the League which has caused this fresh stir. Organized in the early '80's to provide nonsectarian auspices for recreational clubs of working women, the League made round-table discussions on matters of economic and social concern important features of its biennial conferences. By 1922 it was definitely decided to undertake a program of education in the social sciences of a type comparable to that offered by the workers' education movement through other organizations. Since then it has become more and more evident that education is the major interest of the League's membership, with recreation an important adjunct. In Philadelphia there are now classes completing their third year of consecutive study, and the present season has seen organized classes in psychology, social psychology, ethics, oral English and self-expression, to say nothing of some forty round tables discussing such subjects as the trend of political affairs in the United States, the way to universal peace, the child labor amendment and race prejudice.

The League plans to hold a summer school at Millers' Place, Long Island, from August 9 to September 5. Workers who can arrange one, two or four week vacations will be able to combine play with study. The school is planned primarily for girls who have been studying at League classes during the winter, but others will be admitted up to the capacity of the school. Dr. Alexander Goldenweiser of the New School for Social Research and Theresa Wolfson, formerly executive of the Union Health Center, are among the teachers.

The good ship Education, in the Philadelphia operetta, is being loaded for the voyage to the summer school. The captain is choosing his cargo and shipmates:



What's this—this box? A crate of sifted facts?
Carry it on. But that—what's that? An axe?
Shiver my timbers! No! That thing can't go—
Off with it! What are those books? Let me know
Open them up so their contents will show.
Dates? Lists of Kings? An old text-book? Oh, No!
Over with that. But Wells' History? So?
"Mind in the Making"? Sure they've got to go!
Now blast my soul! Whatever have you there?
That spineless creature tied to desk and chair
An old-time teacher? Splash! Down! Push him in.
Bring on those colors gay, that violin—
We're needing all the beauty we can find
What's in that chest? Diplomas? The old kind.
Mere scraps of paper they! Zounds! No, you don't—



Not one of those goes on. And sure we won't
Take those degrees, for if you please
We'll not make use of anything like these.
What's that? A table round? Quick shove it in
We've got to have it to sit round and chin....
Now those queer quiv'ring things, all quakes and shakes
Hey, put me wise! What can it be that makes
Them tremble so? The Constitution? Say
Don't tell me that they quake like that, whene'er
The thing is mentioned. Take them with us? There
Ain't a chance! You make me laugh. Haw! Haw!
The jolly ship could sink, my lads, while they discuss the law. . . .

With decks clear, the ship sets sail for the

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lands charted on the intriguing map prepared by Mary Curran for the dinner and reproduced on page 237.

> Bryan who hates all the apes? No, indeed!
> Passengers now! Read the list off with speed
> Overstreet, Meiklejohn, Wolman and Robinson
> All men of progress, yes. Let them come on.
> And all of those who have left far behind
> Sweetness and light, for they are our kind.
>
> Heigh-ho, we're off. We're off at last
> Adventure's flag upon our mast.

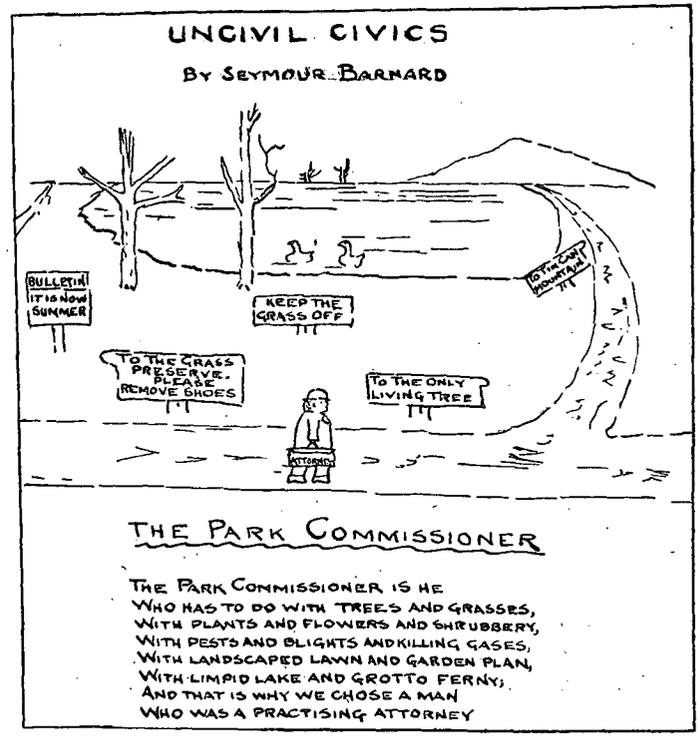
Or as Mary Ely, education secretary of the National League, puts it in her more restrained prose: "There is nothing to prevent 'free, open and unafraid consideration of modern issues' in League classes. . . . The spirit of the League study group should be that of adventure."

To at least one of those present at the dinner the operetta and the drawings which accompanied its text illustrated "the way in which educational concepts of real significance can be given a happy introduction and a real sparkle for people to whom education is a truly voluntary activity." The people concerned, in Philadelphia, are girls over sixteen years of age, employed in stores, offices or factories,, about equally divided between Catholics, Protestants and Jews, and headed by one of their own number, Ada Funcke, as president. The government of the group, Miss Curran writes, "is absolutely representative of our working members."

WITH AMERICAN DRAMA turning increasingly to American themes, and little theaters and play contests springing up all over the country, the New York State College of Agriculture announces four prizes, of $100, $50, $30 and $20, offered by joint contribution of the New York State Grange, New York Federation of County Farm Bureau Associations, New York State Home Bureau Federation and the G-L-F Exchange, for plays dealing sympathetically with some phase of country life. A. M. Drummond, professor of public speaking in Cornell University, will be chairman of a committee which will judge the plays. The contest is open to any writer in this country or Canada who has not had a play professionally produced or published in book form; it closes November 1, 1925. Rules and suggestions will be sent on request. Address the Department of Rural Social Organization, State College of Agriculture, Ithaca, N. Y. And in University City, a suburb of St. Louis, where the Garden Theater, an open-air theater for drama, opera, music and the dance, is being constructed, a prize of $100 is offered for a dedication ode. Manuscripts must be submitted before June 15; they must be anonymous, accompanied by the author's name in a sealed envelope, and there is no limit of length or form. Further information is available from the office of The Garden Theater, 1627 Locust St., St. Louis, Mo.

THE NEWTONS, in Massachusetts, which have had for some years a flourishing "central council" which did much to coordinate and invigorate social work without attempting joint finance, are now collectively considering whether a community chest should be organized. By comparison with the cut-and-dried take-it-or-leave-it attitude of community chest proponents in many earlier experiments, Newton's method is significant. The council set up a community chest study committee composed thus: for chairman, a local lawyer, for other members: a representative of the Federation of Women's Clubs, a broker, the superintendent of the Newton District Nursing Association, the president of the Chamber of Commerce, a wholesale merchant, the principal of a girls' school, a manufacturer and the secretary of the Newton Central Council. Even so representative a committee has shown no disposition to rely entirely on its own judgment; before bringing in its finding it circulated a post-card questionnaire to some 600 contributors throughout the city. More and more the community chest is being recognized as a delicate form of team-work to be attempted only after the community has had ample experience in cooperation and only when all the elements concerned have come to feel that the time is ripe for hazarding a joint campaign.

A WELL-KNOWN characterization of Canon Barnett, the founder of Toynbee Hall, London, was that his greatness lay in his sense of direction so that those who knew him well felt that they could steer by him as if he were a spiritual instrument. As a memorial to Canon Barnett there has been established, at Oxford, Barnett House to provide a center for the advancement of knowledge of modern, social and economic problems both urban and rural: "by providing a center of information for students interested in social endeavor as to the development and opportunities of work at settlements; studying the progress and scope of the settlements and securing conferences between the various settlements in order that they may exchange knowledge of methods and experience and unite in action for social betterment; public lectures at which representatives of the settlements can explain the different aspects of settlement work and experience; and associating the work of the settlements with the scheme of training in social work." The National Federation of American Settlements proposes to join with the English admirers of Canon Barnett in establishing, at Barnett House, a research fellowship to be known as the Barnett Fellowship. It will be held by an American man or woman alternately with the English appointee for periods of one or two years as may be decided; and the American appointments will be made through the executive committee to the National Federation of Settlements. The gift of $120 constitutes the donor a Life Associate of Barnett House. All friends of settlements are invited to cooperate by sending their contributions toward this fund to Jane Addams, Hull House, Chicago.


UNCIVIL CIVICS
BY SEYMOUR BARNARD
BULLETIN IT IS NOW SUMMER
KEEP THE GRASS OFF
TO THE GRASS PRESERVE. PLEASE REMOVE SHOES
TO THE ONLY LIVING TREE
TO THE CANT MOUNTAIN
THE PARK COMMISSIONER
THE PARK COMMISSIONER IS HE
WHO HAS TO DO WITH TREES AND GRASSES,
WITH PLANTS AND FLOWERS AND SHRUBBERY,
WITH PESTS AND BLIGHTS AND KILLING GASES,
WITH LANDSCAPED LAWN AND GARDEN PLAN,
WITH LIMPID LAKE AND GROTTO FERNY;
AND THAT IS WHY WE CHOSE A MAN
WHO WAS A PRACTISING ATTORNEY

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EDUCATION

The Illogic of Educational Progress

DR. HENRY SMITH PRITCHETT, president of the Carnegie Foundation for the Advancement of Teaching, has just published his nineteenth annual confession of his inability to understand what is going on in the world, especially in that part of the world that has to do with schools and education. Dr. Pritchett is one of our leading educational "elder statesmen," and like most of our statesmen, elder or otherwise, he finds the world a bit too much for him; but unlike most statesmen, educational or otherwise, he seems not afraid to say so. This makes his annual confessions profitable material for study.*

All elder statesmen have admirable plans for the world, whether in politics, industry, religion or education. Differing in details, these plans largely agree in principles. Dr. Pritchett's may be taken as a fair representative of the general type, in the field of education. His discussion of his plans and the reasons for their present rejection and his faith in their ultimate triumph throws the whole educational situation into illuminated relief.

Dr. Pritchett's program for "civilization and progress," though not set forth in this report in all details, may be quite clearly read between the lines. He holds four main propositions:

First, civilization must be a reasonable arrangement of the world and human relationships; second, progress is a logical development from these antecedent reasonable arrangements; third, education is a realization, in the minds of the young, of this fundamental reasonableness of life and the world; and, fourth, this true type of education can be secured, most likely, nowhere but in properly accredited schools—of the right sort.

Such a program should commend itself at once to all logical minds. But what does the modern world think of it? Not everything, it must be confessed. Judging by his activities and attitudes, the modern man seems to hold that this reasonable sort of world leaves much to be desired. What does that mean: does lack of respect for a "reasonable program of progress" indicate a defect in the modern man's moral nature? Or does it imply some more or less serious deficiency in the program, itself? Which is to be followed—the program of reason, or the "trend of the times"?

If our elder statesmen were thoroughly convinced as to these matters, themselves, they would be able to convince many more, since a considerable part of the human race does want something it can believe and depend upon. But Dr. Pritchett, for one, has too many doubts; he wants to believe in the finality of his reasonable program, and he does the best he can with it; but, in spite of his best efforts, the facts of life are frequently too much for him, and he is compelled to struggle with the currents of experience, like the rest of us. We shall get some considerable edification, therefore, in following some of his tortuous windings through these swirling rapids of the times. Let us consider the ways in which the modern world seems to have deviated from the true faith as set forth in the reasonable program already given.

CIVILIZATION is a reasonable arrangement of life and the world, Dr. Pritchett suggests. Is Europe civilized? No, but Europe has excuses: She has just come through a great war, and shows the effects of the war in her wide departures from reason. But America: Are we civilized? No, but we have no such excuses as Europe has: "This country is prosperous. Equality of opportunity for all men is as fully secured as in any nation at any time in the world's history. The power to control the government rests in the hands of the whole people. Nevertheless, here also public opinion is restless and critical . . . the machinery of our social order is under fire . . . thoughtful and well-meaning men are confused. . . . Men whose lives are prosperous and contented find themselves, they know not how, drawn into a state of mind in which they are suspicious of the existing institutions, anxious for some change, and ready to lend an ear to almost any indictment against the government, the church, or the public system of education."

Dr. Pritchett fails to include the fact that there is also no little criticism of our economic institutions. As we shall see, he rather tends to ignore economic factors in all this discussion. But, leaving that aside, what's to be done with a country that, though prosperous, is restless, and criticizes government, church and school? Or, with a populace, which, though it enjoys such a diffusion of wealth and power as was never known before in history, is still angry and critical? How can such an unreasonable land, such illogical people be called civilized?

But to go on: "It is well to recognize at the outset," says Dr. Pritchett, "that progress begins from some definite basis of truth rooted in experience and reason. It does not begin in no man's land." Avoiding the puzzling historical fact that "experience and reason" have usually fought "progress," it is enough for the present merely to urge that Dr. Pritchett's own argument sometimes goes to smash on his own cited facts. For instance: "One needs to bear in mind that the system of public schools did not come into existence by a logical process." What is an "elder statesman" to do when the very institution he is trying to support and defend turns its historical antlers upon his argument and rends it in this fashion? Such an act not only tends to confirm our childish belief in the general "ingratitude of all institutions," but also to make us doubt the whole doctrine of the "logical nature of progress."

We come to the third principle. Education is "training the habits and powers of the mind." When the mind's habits and powers have been properly trained, the pro-

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fessor of that mind will be ready to live in a logical world and to make progress, not by processes that are "angry, restless, critical," but in reasonable ways. "One may well ask, and most of all in the field of public education, that those who undertake the education of the nation shall have a definite comprehension of the vantage ground from which they start, and clear vision of the direction in which progress is to be made. . . . The homely words of Davy Crockett are applicable today, 'First be sure you are right, then go ahead.' To be sure one is right means study, patience, hard work."

This was the sort of education America knew in earlier days, say, in the first half of the nineteenth century. "Initiative and ability to think for himself [were] manifested by the typical American. . . . There was wide interest in public questions. The body of voters went to the polls. Political questions were debated . . . and, on the whole, the decisions made by majority vote of all the people have been justified. . . . The results obtained . . . constitute the most satisfactory achievement. . . ." What more could be said for education?

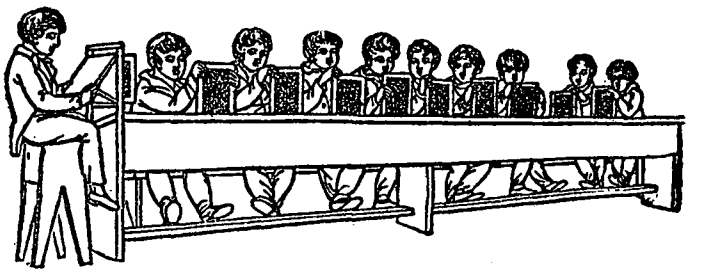
But, insistent questions arise: How was such an education secured? What has become of it, today? Why can't we have it any more?

Here, it must be confessed, we come upon debatable ground; even Dr. Pritchett walks carefully. Such an education, he feels sure, could have been produced by nothing but schools; and he gives the credit to the schools. "The results" that he has been praising were "obtained from these elementary schools, with their simple and meagre courses of study"; and the "most satisfactory achievement" was the work of "the American public school system."

But two other items enter here to confuse the situation. What shall be done with them? In the first place, Dr. Pritchett says that the work of the schools in the first half of the nineteenth century "constitutes the most satisfactory achievement of the American public school system." We've done nothing as good since. "In the days when school facilities were meagre, interest in political questions was widespread and the participation in the responsibilties of voting was more general than it is today. The period of great expansion in the school system has coincided with a growing neglect of the obligation to take part in the government of the country. . . . The school touches all the people more closely than any other social institution. The fact that the majority of those who pass through it are indifferent to their political duties is a reproach to our systems of public education."

This statement seems to mean that, as simple historical fact, the more our schools have developed, the less education we have secured. The argument is emphasized from another angle: "The school door stands open to every child and, on the whole, the American people is the most widely educated people in the world." But, "Our youth are spoon-fed as are those of no other nation. . . . Text-books offer every variety of pre-digested information. . . . The method makes for intellectual dependence." That is to say, if "education" means "initiative and ability to think for himself," then the more of such schooling we have, the less education we shall get.

None the less, Dr. Pritchett still believes in schools. He believes that schools can be developed that will "make for good citizenship and promote a high quality of human life." We have, he thinks, lost the real significance of the school.



From Our World Weekly

"The school merely furnished some elementary tools"—as illustrated in the manual of the Free School Society, published in 1820

We must get back to the conception that prevailed in "the first seventy-five years of the history of our government." We must learn the working methods and processes of those schools and bring them into the modern school, now buried under a flood of "materials," and lost amongst scores of "parts" and "departments." In this way, we shall be able to make even this modern school "an intellectual agency" set to train "the habits and powers of the mind." "The school system that dissipates its energy in the endeavor to compass all manner of activities will in time forget or neglect the primary intellectual purpose for which it exists." So, if we could but make over "our generous, wide-flung public education of today" on the model of the severely intellectual education of the past, we should be by way of finding, not alone those fundamental methods of education which we have all but lost, but we should be returning to more reasonable methods of progress; and we should be escaping from our present "angry, restless, critical" state of society into the threshold, at least, of a more logical civilization. Why don't we do these apparently reasonable things?

Well, one element in the answer to this question takes us back to that second item of confusion referred to above. The first of those confusing items was, as we have seen, that the more schooling we have the less education accrues to us. The second purports to offer an explanation of this anomaly. The explanation is this: Education is never the product of the school, alone; hence, any mere building of more schools is likely to result, not in more education, but in a growing confusion of the whole matter. This has happened in our American education, as Dr. Pritchett abundantly shows. But—is it not always bound to happen? Is there any way of avoiding it?

BY way of searching for an answer to this question, let us consider what the education of the early nineteenth century, of which Dr. Pritchett makes so much, really was. He insists that it was the work of the public schools. He even goes so far as to say that the public schools "more than any other agency transformed an enormous flood of immigrants into patriotic American citizens." Admitting the two historic facts, namely, that the education of that time was the most satisfactory America has ever known, and that the immigrants of that period all became good American citizens, how are we to explain those facts? Is this "public school education" explanation adequate?

Dr. Pritchett has some doubts about this, in spite of his general adherence to it. He tells us that "political questions were discussed in the market place and by the fireside." He quotes, approvingly, from Hadley's Economic Problems of Democracy, the suggestion that the school of

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the time taught little but "reading, writing and arithmetic," and left the rest "to be acquired afterward, in the jury box or the political campaign, from the newspaper or the counting room." He suggests that the school taught people "to rely on themselves," which, in view of frontier conditions, seems a bit far-fetched. He realizes that some part of that earlier education came not from schools, but from life and work, but he does not admit that fact into his argument.

But it must come in. The school helped where it did help; and where it did not help, people still got some sort of an education. Therefore, a more realistic explanation of the two disturbing facts noted above would seem to be as follows: The education of those times came less from the school than from actual experience, the school merely furnishing some elementary tools and, to a few, some general principles; the school scarcely touched the "enormous flood of immigrants" of the time; free land and the chance to become independent, self-respecting members of permanent communities were the real influences in transforming those immigrants into good citizens of the new country; the neighborhood life was more roundly human than much of anything we know today; and the education secured merely by living and growing up was bound to be more sanely human than most of anything we know today.

Our educational statesmen do not like to talk about economic matters; or, if they must mention them, they want to treat them eulogistically. Dr. Pritchett thinks America has no business to be restless, since the country is prosperous and "equality of opportunity is as fully secured as in any nation at any time in the world's history." Passing by the question as to whether it is ever proper for prosperous people to be discontented, is it true that economic opportunity is as widely distributed today as it was in the early part of our history? It seems incredible that anyone can assert this, since in those days free land was to be had for the taking and the frontiers lay open to all.

Hence, is it not true that just as the early immigrant was habituated to "American ways" by his own vital experiences, in the days when American ways were being made, so the youth of the time were educated to the most satisfactory results we have ever known by those same conditions? To be sure, the school was there, in elementary form; and the school did its bit: no less. Also, no more. All the conditions of experience were there—if men had any native initiative or latent ability the conditions of existence brought those powers to the surface, trained their minds to deal with problems, and developed intellectual habits of a broad and social sort. Give the school credit for whatever it did! But give it no credit for anything it did not do—if you are interested in getting at the truth about education.

What, then, became of that old-time education? Why can we not rediscover it for our times? The answers to these questions are not far to seek, but they are hard to find.

That old education was left behind when the conditions that had produced it were abandoned. Education, *pace* the school, is the product of all experience: "I am a part of all that I have met." That earlier school was an excellent institution, not in itself, but because it so nearly supplemented and completed the educational experiences of that old community life. If any educational statesman of the time had understood, he might have made it a complete instrument for that purpose. None understood; all thought education something apart from common life; and the school remained academic. Yet, it did good work—because of the conditions of the times.

But, when people moved to the city, they took that same school with them, thinking that it would do the same work under the new conditions. Not having done the work under the old conditions, how could it do that work under the new? Taking the school to town was not, by the wildest stretch of the imagination, identical with taking education to town. They took the school, but the old education was mostly left behind.

WHAT then? Well, if we want that old sort of education once more, we must rediscover some such community of life, once more: work and play and civic interest and community fellowship and social reality growing out of the soil and the grass roots of existence. No school, by itself, will ever be able to give us such an education: nothing but a community can produce it, and we seem not inclined to want it badly enough to use that method in getting it. Or, at any rate, we are not yet ready to use that method. The raw materials are still ready to our hands, however.

Children are not being educated by schools, today, even as they were not so educated a hundred years ago. But schools are needed today just as they were needed then: not as *the* educational institution, but for the purpose of analyzing, criticizing, supplementing and integrating the educational work which the community (whatever it is) inevitably begins, carries along and continues long after mere "school days" are over. In urging that the school is not everything, there is here no implication that it is not anything.

The first great task of the school is that of finding out what it is for—in the experience of the child. Some day, perhaps, we shall learn that the school is not *for* anything,

From a German community calendar

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by itself. It is part of the machinery of our civilization, as seen by the adult, and as such its wheels must, of course, go round.

But, it is an instrument of intrusion, more or less helpful, into the realities and integrities of experience, as seen by the child; and as such it is to be enjoyed, endured, tolerated, escaped or fought, according to the circumstances. Maybe, some day, we'll begin our study of schools from this point of view. J. K. H.

Adult Education, Un-Ltd.

THERE can be no doubt that a national program of Adult Education, Ltd., would be dangerous to our country, as recent articles in these columns have suggested. (See The Survey for January 15, 1925, p. 470; and Feb. 15, 1925, p. 595.) Much adult education has been primarily aimed at the worker and—in Americanization efforts—at the alien worker, at that. As a result, the worker groups have undertaken to handle their own adult education, through classes controlled by union officials and the efforts of the Workers' Education Association, Brookwood Labor College and the like.

Professor Giddings of Columbia University goes so far as to say that it is *fear* that accounts for the fact that people pay large sums of money to educate *children* in our schools; that these children may not grow up to be obnoxious, hateful or burdensome persons, adults tax themselves. They wish to be rid of the fear of their children's abilities to endanger or disturb them or their social arrangements. Hence the regimentation. Why shouldn't "ad-ults" expect to get what they pay for?

Similarly when these same folks see other groups in their communities—workers with leisure and ideas—whose ideas they cannot guarantee as safe to themselves and their interests, why shouldn't they fear and tax themselves to regiment and to determine the ideas of adults as well as of children? What would be the use of educating children if later they *reeducated* themselves? Is it not dangerous to allow large groups to control their own education, particularly when they indicate a bent toward ideas?

If Giddings is right, why are not the Detroit Public Schools right? From the viewpoint of the community, fear will probably always prove one of the reasons for public education.

But let us note a series of reasons for adult education that derive not from societal fears but rather from personal needs. The clearer recognition of personal needs that can only be met by adult education programs and agencies will afford "a more rational basis than that of fear upon which to build our larger system of universal education."

Emphasis upon personal needs rather than community dangers will suggest a positive program—one that aims first, at release of personal capacities; second, at self-control rather than societal control; third, at achievement of a desirable personal status in the community rather than the fixation of class lines. Such an approach would be essentially attractive in character rather than coercive, as in some Americanization programs.

These aims are implicit in most of the methods of the workers education movement in this country and still more in England; they are also partly inherent in adult education for farmers and farmers' wives through the efforts of the Farm Bureau and the Home Bureau.

What happens when we attempt to discover personal needs of folks in order to set up adequate community facilities for self-help? We find ourselves turning to adult education as the way out.

Many reasons for adult education of a positive character have already emerged from our experiences in various parts of the country—rural and urban.

Exclusive of adult education in connection with professional activities, conventions, conferences and so on, of lawyers, doctors, farmers, teachers etc., and exclusive of workers' education, many classes for adults have sprung up in isolated but spontaneous fashion. One may wonder sometimes what it is all about, and yet the one most ready to admit its desultory character is the leader who is specializing in this field. The trend indicates a general collective milling around in attempts to work out personal adjustment under the demands and crises of modern life.

Girls' clubs, parent-teachers' associations, parents' clubs, Y. W. C. A's, Y. M. C. A's, Y. W. H. A's, university extension, correspondence courses, institutes, chatauquas, special lecture weeks, rural drama leagues and hosts of other organizations and agencies testify to the desire for education in something or other when the person is no longer required to attend public school. They represent an education for adults that is quite another matter from the continuation of professional education or the equipment of the worker for his job.

Isolated, more or less aimless, without satisfactory method, they are gropings of people toward a greater satisfaction of their wishes, a richer expression of their selves, a development of their personalities. The movement will grow until one day public authorities will find it even more fruitful than much of the education of children. How have we struggled through weeks of school learning of some topic only to forget it all and then relearn it again later in life in a few short hours, because we were mature enough to master a technic and we *needed* to know it!

Might it not be possible to shift the nursery function of our schools back to the home and give many wives and mothers something to do? Might it not be possible upon extended analysis and honest evaluation to see that certain tasks now imposed in school had better be postponed for adult education? In that case the total period might be cut down, thereby releasing funds for the education of any adults—professional, unprofessional, artisan, unskilled, men or women—to teach them what they want when they want it. Whether it would increase the education budget of a community it is impossible to say. That it would be vital education cannot be denied.

But, you may say, what about those who do not care to learn? The answer is—you can teach none who does not care to learn, either child or adult, even though you compel one or the other by law.

In the failure of teachers to help children to care to learn in school is found one of the great reasons for adult education. Because of poor methods in teaching, pupils have little real interest in school work. They shamble through the best they can, and leave at the earliest opportunity. They enter upon adult responsibilities with insufficient skill and knowledge. The time comes when in the Great School they feel they need to be more skilled or better informed. Then they join classes for adults that they find open and that promise the fulfillment of their desires. When that moment of determination arrives let

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not the community fail in its responsibility. That is one good reason for adult education unlimited.

Young people frequently have difficulties at home. They are not understood by their parents; they do not appreciate their parents. So long as they remain in school many parents retain attitudes towards them that were established when the young people were small children. The achievement of status in the family and community is frequently possible only by breaking away from school, entering upon economic independence, and securing membership in clubs, gangs, cliques—groups unaffected by family control. Their schooling is shut off. The time may come, through failure on the one hand or through opportunity on the other, when people as adults will want education—unlimited.

Such as these you now find in the growing classes established by adjustment bureaus, Y. M's, Y. W's, girls' clubs, parents' associations, extension service and in the classes for re-education in prisons, reformatories and other institutions for the failures.

But apart from the workers, the professionals, the ambitious and the failures, there are many adults who from time to time need to know specific facts or to secure specific skills or desire to learn the latest about some subject or other. What do our communities offer to such?

This group of inquisitive or otherwise needy *median* persons asking for adult education is bound to grow for several reasons. For them too educators would do well to mark out a division of labor between the Little School and the Great School, in the interests of financing both, economy of time and efficiency of administration.

Schools less and less are educating for specific adult problems. Education as life rather than education for life is more and more the slogan. In the matter of vocational training for the great run of folks, barring again specialized training in professional or trade schools, school education is out of the question. Most people must still acquire their vocational skills under some form of apprenticeship. With 37,000 different occupations in New York city alone, what can the schools do? Here again is an argument for a public program of adult education—unlimited.

Furthermore, it would be unwise for the schools to offer training for adult occupations, for when the boy of ten or eighteen is twenty-five or thirty-five, new occupations may have arisen through new inventions that educators had not foreseen and knew nothing about.

How shall I now learn radio? My schools taught me nothing of it. I want to learn about it for purposes of control of a receiving set and for my general scientific appreciation. What does my community offer by way of radio classes for adults? This is typical of this further reason for adult education—unlimited.

So also with general knowledge. The complication of life proceeds apace with the increase of invention and the rapidity of communication. By the time we have achieved adulthood those of us who want to keep abreast of the times do so as best we can by newspapers, magazines, journals, lectures, extension classes, etc., etc. Is all this worth nothing to the community? Why should it not be a division of the public program for education in the hands of experts—adults need expert and proved methods of teaching as well as children, with as much specific adaptation of technic—and financed by students partly, perhaps, and by public taxation?

Thus in addition to independent efforts of professional bodies or workers groups, there is a great and increasing number of people who out of school for longer or shorter periods need or want more education. What is the answer? An organization of public adult education—unlimited.

DANIEL H. KULP, II

AN AMERICAN INSTITUTE has been established in Prague, Czechoslovakia, which is intended to provide opportunity for mutual study and knowledge between the two countries. The Institute is to be housed in a special wing of the Schwartzenberg Palace where the American legation is now located. Provisions are being made for a large library of American books, for language courses, and for an exchange of students and teachers between the two countries. The Institute will be helpful to visiting Americans in studying the economic, historical, financial, political, cultural and scientific conditions in Central Europe.

TENNESSEE has repealed geology, biology, anthropology and psychology and re-enacted theology as the basis of science and education. By law of the state, duly passed by both houses of the legislature and signed by the governor, it is now unlawful "for any teacher in any of the universities, normal and all other schools of the state which are supported in whole or in part by the public-school funds of the state to teach any theory that denies the story of the Divine creation of man as taught in the Bible, and to teach instead that man has descended from a lower order of animals." Of course, the net result of this legislation will be that teachers who hold evolutionary doctrines will be compelled to "boot-leg" their favorite ideas into the schools. However, this will prove to be neither new nor disastrous. For the past ten years that has been about the only method of getting ideas into schools, anywhere.

ON THE WEST COAST, men of science have decided that the time has come to fight the growing obscurantism of the anti-science of the times. The Science League of America has, accordingly, been organized. Men like David Starr Jordan and Luther Burbank are leaders in the movement which has for its purpose "by going directly to the people, to make them acquainted with part, at least, of the vast accumulation of facts upon which the theory of evolution is based; and to oppose by every legitimate means the campaign to substitute the Book of Genesis for the book of nature."

THESE ARE the words of the president of the Department of Superintendence, National Education Association, in an address delivered before that association at its annual meeting in February, in Cincinnati: "Secondary education is asleep. She is dreaming of 'I. Q's,' of 'administration vs. supervision.' of dancing and cigarrettes, of conformity to the requirements of colleges, of methodologies, of pedagogies, and the isnesses of many inconsequential whys, each in a degree good or bad; but for questions as big as the world and as enduring as eternity, she has neither eye nor ear. World courts, leagues of nations, the waxing and waning of dynasties, the crash of nations as they crumble to dust, the struggle of peoples to arise from the horrors of war into the semblance of a decent status, the economic chaos of the world, the moral dilapidation of mankind; hate between nations and races and religions; the disintegration of the fireside; the apparent triumph of material over spirit; starvation among great groups of people; the hectic, post-war tenseness of the world's nervous system; the destruction of ideals and idealism—all of these receive but a passing glance."

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INDUSTRY

The Worker in Search of His Tools

A fundamental cause of industrial unrest is the fact that machine industry has deprived the worker of the direct ownership and control of his tools. So deprived, he naturally feels himself crippled both as a man and as a craftsman. He is disturbed by his sense of industrial dualism which arises from the fact that someone else owns and controls the tools with which he must do his work and earn his living. This has given rise to a movement for workers' control which was conspicuously aggressive in England during and immediately after the war. Here G. D. H. Cole, who has given the subject his special attention for years, supplementing his article, Black Coats and Overalls, in The Survey for February 15, analyses the development and prospects of this movement.

BEHIND the immediate programs of the trade unions there looms in Great Britain the growing demand for "workers' control" in industry. This demand is seldom clearly formulated; but it is present everywhere as an influence in the minds of active trade unionists. In it, if at all, will be found the influence which will lead the technicians and administrators to an alliance with the manual workers.

I was talking the other day to a great technician, a man high up in one of our great industrial concerns. He votes Labour at election times, and between elections he works quietly for the Labour Party and subscribes to its funds. If anything, he is in many of his political opinions to the left of the official leaders of the Labour Party. But he does not take an active part in political work, and he is not hopeful of any early alliance between the grades to which he belongs and the manual workers in the industrial field. I asked him why. "Partly," he said, "because we are snobs and earning a fairly decent income under the present system. Materially speaking, we have a bit of a vested interest in capitalism, at least on a short view." He paused. "And yet," he added, "I'm certain that's only a part of the explanation. What counts for more is that our work makes us administrators and technical workers concerned chiefly with the smooth working and progressive development of material forces. We're inclined to resent strikes and labor troubles as interferences with our job. Even if we don't go off the deep end about agitators and the evils of trade unionism—and, on the whole, nowadays we don't—we're not inclined to back the people who seem to be making a mess of our work."

"But surely," I said, "you see how deep the trouble goes. You see that capitalism, with its growing policy of market regulation, restricts output far more than any trade union, and often stands in the way of your doing your job properly in the general interest."

"Yes, I see that," he said; "but it took me a long time to see it. Most of my colleagues don't see it at all. You see, it's only true on a long view that getting rid of capitalism would unloose the forces of production. For a time, during the transition, it would very probably mess things up."

"But," said I, "don't your friends who complain of strikes and labor unrest realize—can't you make them realize—that unrest is bound to exist, and hamper production and efficiency, as long as the present dualism in the control of industry exists—I mean as long as you have separate classes of masters and men?" His answer went right to the root of the problem.

"It takes imagination to see that," he said, "and one doesn't see it till one's imagination is directed to that point. I didn't see it, till the war gave me a big administrative job, and I had to turn psychologist as well as technician. Most of my friends don't see it, and won't just yet. It is not that they lack imagination; but that their imagination is not applied to this problem. Their imagination goes into the technique of their own profession. Outside of that, they don't think or imagine to any purpose. They read detective stories, go to theaters, and amuse themselves; but they take their political and industrial thinking on trust."

"You mean," said I, "they've been brought up to believe in the governing class and the British Empire and all that, and they've been too busy being good engineers or chemists, and developing their professional technique, to think other questions out for themselves, even if the other questions really affect very closely their professional work?" He agreed.

"That is true of the older men," I said. "How far is it changing?"

"It's changing," he told me; "but how fast it changes will depend on how much sense the Labour people show in appealing to the technicians on their own ground. They have to show that they care for, and mean to safeguard, the technical future of industry, and recognize the special quality of technical and administrative work."

"Do you mean by higher salaries?" I asked.

"Not only that," he said.

Then we went on to speak of a recent event to which we both attached a good deal of importance—the Conference on Science and Labour recently organized jointly by the British Science Guild and the Labour Party and the Trades Union Congress. He thought that a big step in the right direction, if only it were followed up.

"But most of the big trade unions," he said, "though they talk about 'workers' control,' have hardly begun thinking

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about the part technicians and administrators will have to play in it, if it ever comes."

My friend the technician was quite right. The trade unions have begun to think about it, but they have only just begun. If they do think to good purpose, and offer the technicians and administrators a distinct place in their movement, I do not believe the response will be slow. For the old prejudices are breaking down. Neither at upper-class schools nor at the university are the old unquestioning ideas of caste-difference any longer axiomatic. Trade unionism and labor, as vital political and industrial forces, are already taken for granted. They are no longer interlopers, but established institutions. And the difference in attitude is becoming plain. You can dismiss an interloper by an appeal to prejudice; you have to argue with an established institution.

As the younger men destined for administrative and technical posts begin to argue, instead of trusting to old authority, their minds are opened. They may hold to conservatism or liberalism in many cases; but it is conservatism or liberalism with a difference. Fascist tendencies may emerge. They are irrational attempts to break away from argument and return to prejudice; but they strike no deep roots. They are creatures of an hour. First some, then more, of the younger men will come to see the case as my friend the technician sees it, and will do so without the big struggle it cost him to break away from old allegiances and ideas.

At least, I think so. I was for a good many years in university life, and I have known some generations of undergraduates in more than one university and faculty. I have seen a growing number—there are ebbs and flows, of course, but each tide is higher than the last—respond to argument, and apply imagination to the root problems of society. The end is not yet—*e pur se muove.*

In Europe at least, capitalism has become of late years manifestly a restrictive force. It is dominated by the idea—a half-truth—of the limited market, and it is steadily pressing on towards a policy of international restriction of output for the maintenance of prices. Such a policy must, in the long run, antagonize the technicians, whose professional skill can only manifest itself fully in a policy of plenty based on the scientific increase of output. The scientist and administrator must wish to break the bonds of the "limited market," to increase consuming power up to the limit of productive capacity. But this, in the modern world, is a people's and not a profit-maker's interest.

Secondly, the technician and administrator are faced with the problem of effective management of their human material—labor-power. It is no longer, in Great Britain, practical politics to think of crushing trade unionism or running business on an anti-trade union basis. Non-union establishments survive; but they are exceptional. They no longer count. They are mostly small, specialist firms of no great influence. But, if strong unionism is inevitable, and extending steadily among the lower grades of the non-manual workers as well as among wage-earners, labor unrest and strikes are also inevitable, *unless the dualism of industry can be overcome.* Strikes and unrest will be more or less according to the conditions of the labor market; but they will inevitably flare up just when market conditions are good, and the chance of producing more and improving productive technique is best. To men accustomed to regard trade unionism as a part of the established order, the moral plainly suggests itself. Since the "dualism" cannot be overcome by crushing the unions, it must be overcome by transcending the conflict, by remaking the industrial order on a basis which will make the conflict unnecessary. But this involves a fundamental change in the whole relationship.

To this conclusion men do not come at once. They try, at first, to transcend the conflict by minor adjustments of machinery. They urge the need for Whitley Councils, consultative workshop committees, various forms of joint machinery representing employers and employed. Such changes may reduce friction on minor issues, and be so far useful. But they suffer from a fatal defect. They do not transcend the dualism. They only organize the confrontation of the two parties, and in doing so, even stress their opposition.

It is remarkable to notice how many managers and technicians have of late years rushed into print with benevolent aspirations and infallible plans for removing labor unrest by methods of this sort. Their number is slackening off; for many of the experiments have failed, and most of the remainder have been seen in their true proportions as minor adjustments of factory machinery—a slightly improved brand of lubricating oil—no more. But, though the Whitley scheme and the many subsidiary plans for cooperation have achieved practically nothing, the support given to them by technicians and administrators is highly significant. For it has shown an awareness of the fundamental problem, a knowledge that something is wrong in the relationships of the human factors in modern business, and a nascent desire to find a remedy. The failure of Whitleyism paves the way for more drastic measures.

The workman . . . will be ready to follow the lead of manager and technician when these leaders, freed from the yoke of private interests, are able to pursue a policy designed in the interests of the whole. . . . Full cooperation demands, and will only arise under, a different economic system. But as the possibilities of this system begin to be understood, the operative and the technician will also begin to reach a mutual understanding. . . . Between the younger generation of manual workers and the younger technicians and administrators there is possibility of a real communion of ideas. And the younger generation, if its heart is not broken, makes the policy of the future.

But how will the change come, or begin to come? Not by a mere process of intellectual conversion; for we need examples and practical experiments to guide us. And in one field of action at least, I believe the basis for a practical experiment is already on the way to realization.

The Labour Party is out of office now; but certainly before long it will return. When it does return with a majority behind it, among its first measures it will have to tackle the hard problem of mines' nationalization. The miners will insist, and the other supporters of the party

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will insist. The miners want *the mines* nationalized; the Labour Party supporters want *some industry* nationalized as an earnest of a coming change in the basis of the economic system. The miners, the largest and most powerful labor group, will get the mines tackled first, both because of their power and because of the urgency of the problem. But the miners stand not only for national ownership of the mines, but also for a system of workers' control. Almost alone among trade unions they have worked out themselves a detailed scheme for the public control of their industry, and have secured its endorsement by the Labour Party. This scheme recognizes the position of the technical and administrative grades, and proposes to entrust them with a share in the control, and to give full recognition to their special functions within the industry. Many mine technicians are sympathetic to the scheme; many will declare their sympathy as soon as the risk of victimization ceases to hang over them. It will be impossible for a Labour government to propose any scheme of nationalization for the coal mines without including in it the granting of a large measure of control to the workers by hand and brain engaged in the industry.

I do not suggest that anyone yet knows precisely how the plan will be worked out, or will work in practice. But it will, I believe, if it comes to fruition, have a very big effect in adjusting the minds of the technical and administrative grades in industry generally to the new conditions, and make them think more seriously than ever before of their place in a new industrial order based on the principle of democratic control. On the whole, the support of the capitalist order by the upper technicians and administrators is based, not so much on any positive preference for capitalism, as on the fact that capitalism is the system in force and operation. It appears as the source, not merely of their present livelihood and social status, but of their opportunity to exercise their professional capacities. Insofar as capitalism shows signs of breaking down, and any practical demonstration can be afforded of a workable alternative offering them a corresponding opportunity, their allegiance to capitalism is undermined. They will work for any system which gives them a decent chance of getting on with their own jobs.

I believe that the real turning-point in the relationships of workers by hand and brain will come in some such way as I have outlined above. But, meanwhile, the drift of the younger and less highly paid technicians into the ranks of labor will continue, and will be speeded up in proportion to the vision with which the Labour Party and the great trade unions address themselves to the problem. Before long, I believe the technicians and administrators already in the labor ranks will band themselves together for the definite purpose of commanding the attention of the trade unions, and so persuading them to think out the real meaning of their program of "workers' control" in its application to the salaried and managerial grades.

ONE thing is clear, to everyone who begins to think sincerely about the problem of democratic control in industry. The old political formulae—"Each to count as one, and none as more than one," "one man, one vote," and the rest of them—do not provide any basis at all for the working out of a system of industrial democracy. They have never been applied, even in politics, in the spirit as distinct from the letter; and in the working out of the industrial problem they afford little or no guidance. We have grown distrustful of elections, even in politics, nowadays, as means of expressing the real voice of the people, and our distrust does not induce us to mistake electoral machinery for democratic operation of industry. Politics presents many technical problems involving expert control; industry presents far more, and demands much more a free hand for the man who knows how to get the job done in his own way.

Therefore, while democratic control in industry will doubtless involve a big growth of workshop committees and similar representative bodies of operatives, and carry with it a new structure based more in the principle of representation of the common man, it is a mistake to regard these things as the essence, or the outstanding feature, of a democratic system. The workers do want to control directly that part of industrial technique which comes within their direct competence; but they only want to control over a wider sphere in the sense of getting the assurance that the system will be run in their interest by people whom they recognize as leaders cooperating with them, and not gang-bosses operating against them. How will this be received?

At present, the technician is the servant of finance. The financial directors of business have sense enough, of course, to give their technicians a good deal of rope; but technique comes second to finance whenever there is a conflict of views between their representatives. A vital step towards the democratization of industry is the socialization of this financial control. It cannot be removed, because the technician cannot be allowed to disregard the financial aspects of policy, any more under Socialism than under capitalism. But its form can be changed; and it can be made responsive to the popular will. This involves public ownership or its equivalent in some form.

But it does not involve bureaucratic administration. The cure for public ownership is not that the state can administer industry efficiently. I do not believe it can. The cure for it is that public ownership can be used to destroy the dualism between managers and workers, and to prepare the way for a system of administration based on mutual trust and cooperation between them. The workman will not accept the manager as his national leader, or bother his head greatly about the technical efficiency of industry, as long as the manager appears to him as the representative of a hostile force—finance operating in the private interest of a limited financial class. But he will be ready to follow the lead of manager and technician when these leaders, freed from the yoke of private interests, are able to pursue a policy designed in the interests of the whole.

This, it may be said, puts off the real cooperation of technicians and operatives to a distant day. It does, and it does not. Full cooperation demands, and will only arise under, a different economic system. But, as the possibilities of this system begin to be understood, the operative and the technician will also begin to reach a mutual understanding. In this lies the hope of the future.

I spoke of this matter to a great trade union official, long an advocate of workers' control in his own industry. He had barely thought about it; his view appeared to be that it would settle itself in process of time, and that any attempt to formulate definite plans would be premature. I tried to persuade him that the matter was urgent, and needed hard thought. He admitted the problem, but not its urgency. I went from him to younger men, rising in

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their various trade unions—the responsible leaders of the coming generation. They had not thought the problem through; but they were thinking. They understood the growth of "Giant Power" and the dependence of industry on masterly technique and skill in large-scale administration. Between the younger generation of manual workers and the younger technicians and administrators there is possibility of a real communion of ideas. And the younger generation, if its heart is not broken, makes the policy of the future. G. D. H. COLE

A Limit on Labor Injunctions?

Laymen are frequently perplexed by Labor's hostility to the courts. That hostility is not general; it is directed principally to the judicial use of the injunction in labor disputes. For many years, and notably in the formulation of the so-called Clayton Act, Labor has sought immunity from the injunction by legislation. In spite of the failure of the Clayton Act to yield the desired results, Labor continues both in Congress and in the state legislatures to follow the same line of attack. One of the most drastic attempts to date to change by legislation the legal principles governing the use of the injunction in labor disputes is the bill before the Illinois legislature. In his analysis of this bill, Mr. Nelles, who has specialized in the subject, shows the difficulties that beset such attempts and explains his reason for believing, what some other authorities also believe, that the desired results can be attained only through federal constitutional amendment.

A COURT of equity is a judge sitting without a jury. A judge sitting with a jury to try criminal charges or civil damage cases is a court of law. Injunctions are issued only in equity—not at law. The issuance of an injunction in a labor dispute thus depends upon the will and judgment of a single individual—subject, it is true, to review by a body of like-minded individuals composing an appellate court, but not to the leavening influence of the mind of the ordinary citizen which sometimes, under the jury system, affects not alone the interpretation of facts but also the application of legal principles.

It is claimed in justification of injunctions in labor disputes that they do nothing except prevent irreparable injury to property by unlawful acts. The objections to them are that they too commonly rest upon strained or biased findings (1) as to what is *property*, (2) as to what injuries are *irreparable* and (3) as to what acts are *unlawful;* further, that the courts usurp in granting them a summary executive power which, like all summary executive powers, is subject to abuse on behalf of interests with which its administrators are closely in sympathy and environment; that such a power is beyond the natural limits of judicial function.

The frequency of injunctions against "intimidation," picketing, boycotting and other acts of debatable definition which, if they are unlawful at all, are criminal, has focussed a storm of protest upon the single point that injunctive practice in labor cases in effect divests labor of the sacred right of trial by jury when one is charged with crime. Provision for jury trial in injunction cases has naturally occurred to a good many people as a sufficient remedy for injunctive excesses. A bill to that effect was introduced in the New York Legislature at the last session. One provision of the Clayton Act (sustained by the Supreme Court in Michaelson v. United States, October 20, 1924—discussed by J. M. Landis in The Survey for November 15, 1924) provided for jury trial, not, to be sure, as to the issuance of injunctions, but in proceedings to punish for contempt of them when the act adduced as a contempt is also a crime.

But it is apparent to everyone of legal experience that such procedural changes in the law, though not wholly unavailing, do not go to the root of the matter. The courts may, as in the Michaelson case, formally recognize their validity. But the artillery of legal battle is varied. Such provisions as that sustained in the Michaelson case are not inconsistent with alternative procedures which may leave them virtual nullities. And they do not touch the substance of the law. The complaint of labor organizations is against what the courts do to them, not against the method alone. To make their complaint effective they must go behind procedure and change the rules of law that affect them adversely—the rules as to what is (1) property, (2) irreparable injury and (3) an illegal act. And even then they will not be safe against invidious constructions.

Whether they can accomplish anything appreciable by legislation is gravely doubtful. For the body of law to be changed is deeply involved with the body of judicial constructions known by courtesy as the constitution—against which legislation may bound back like a rubber ball.

The most drastic attempt to date to change by legislation the legal principles governing labor injunctions was made at the current session of the legislature of Illinois. A bill backed by the Illinois State Federation of Labor came within two votes of passing the House, and is still, when this is written, not conclusively defeated.* It would, if passed, become either a model or a lesson for draftsmen of anti-injunction laws. Its provisions, therefore, are worth attention—at whatever tax upon lay impatience of legal technicalities. For until labor leaders, their legislative friends, and their supporting public, become lawyers enough to recognize the legal form or substance of the nails they are driving at, their chance of hitting them is small.

One provision of the bill—that persons shall not be enjoined from doing collectively things which they might lawfully do as individuals—touches a point which has been hotly debated since the early prosecutions of labor unions as "conspiracies" which preceded the injunction era. But the point has become, in the present state of judicial ingenuity, largely academic. And still other provisions of the bill are largely rhetorical.

Among these, with all respect for the intentions of its authors, I venture to class a sentence adapted from the famous section 6 of the Clayton Act—once known as "Labor's Magna Carta." In the Illinois bill it reads: "The labor power of a human being is an attribute of individual life and shall not be construed . . . as a commodity or as property." The Clayton Act prototype of

*As this issue goes to press, word is received that the bill has been defeated.

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this sentence did not seem even worth discussing either to the majority of the Supreme Court or to the dissenting justices in Duplex Printing Press Company v. Deering (254 U. S. 443; Jan. 3, 1921). The courts have never purported to hold that labor was a commodity. Labor is property—the property of the laborer, not of his employer; and the laborer would agree with the courts that he cannot constitutionally be deprived of it by legislative subtraction. The courts have, it is true, attributed to the employer a property right in his contracts for services, and even, when he has no contracts, in his expectation of continued service. But they have sedulously, to their own satisfaction, at any rate, refrained from giving such property rights injunctive protection which would amount, in their opinion, to establishing slavery or involuntary servitude. To say that they have not really done so—that the effect of various decisions is to make the employer's property in service paramount to the workman's immunity from involuntary servitude—may be a just criticism of such decisions. It is not, however, a statement of their legal theory, nor is it to be expected that judges will accept it as such. When the friends of labor legislate as if it were, they simply invite the courts to ignore their legislation—and exasperate themselves with their own fruitless anger.

I should class also as rhetorical such provisions of the bill as that injunctions shall not abridge the right to organize, or the rights of free speech, press and assembly, or supersede the criminal law in maintaining the public peace. A mighty judical roar would answer that injunctions—properly understood, of course—never do any of these things. Still, rhetorical prohibitions, even though they change no rules of law, may not be altogether idle.

The most interesting provisions of the bill are those aimed to avoid the decision of the Supreme Court in Truax v. Corrigan (257 U. S. 312; Dec. 19, 1921).

The majority of the court there held (Justices Holmes, Pitney and Brandeis dissenting) that it was unconstitutional for a legislature to forbid the issuance of injunctions to protect an employer's business from irreparable injury from unlawful acts in a strike—mainly picketing, in the particular case; though the statute left the employer his remedy at law by an action for damages, that remedy was inadequate; the statute, therefore, contrary to the Fourteenth Amendment, deprived the employer of his property without due process of law and, since it did not prevent his being enjoined from irreparably injuring the property of the strikers, deprived him also of the equal protection of the laws. So long as a majority of the Supreme Court entertain such feelings, any attempt to establish in this country an immunity from judicial policing of strikes such as is enjoyed in England must, I believe, be backed by an amendment to the federal constitution.

The Illinois bill is ingenious. But its ingenuity does not lead me to revise this belief.

Section 3 of the bill provides that injunctions in labor disputes may be granted only to prevent irreparable injury to property for which there is *no remedy at law*—a conventional judicial formula minus the word "adequate" before "remedy at law." *

But, theoretically, injunctions never issue except to prevent injury to property for which there is *some* remedy at law—so inadequate, however, as to call for supplementation by the injunctive strong arm of equity. There is no principle upon which an injunction may issue to prevent something for which there is *no* remedy at law. The effect of the provision would be, therefore, to prohibit injunctions in labor disputes altogether—and it would fall in consequence afoul of the Constitution as construed by the Supreme Court in the Truax case.

Is Good Will Property?

The bill says further—and this is its principal attempted contribution—that only tangible things, "land, goods, money or the product of labor or nature"—shall be held to be *property*. This, I fear, will seem to the courts nothing less than an attempt by legislation to alter an immutable truth of metaphysics. The usual ground of labor injunctions is to prevent irreparable injury, not to tangible property, but to the property right which the employer is supposed to have in his expectation of future profits—the goodwill of his business. Injunctions were not issued to protect good-will until 1868. But the conception of property as including good-will, though not venerable, is venerated. There is, moreover, sense in it—e. g., in the case where one manufacturer destroys the goodwill of another by pirating his goods, labels or tradenames. The Truax case clearly includes goodwill as a kind of property for which a man may not constitutionally be deprived of injunctive protection. No attempted legislative subtraction from the definition of property will be effective to modify the court's construction of the Fourteenth Amendment.

Another provision of the bill attempts to make the employer's remedy at law in cases involving contracts of service exclusive of any remedy in equity by injunction. The point, of course, is to prevent injunctions forbidding labor organizers to induce employes to violate "yellow-dog" contracts of employment—injunctions such as that, for example, in the Hitchman case (245 U. S. 229). It is to be presumed, however, that the judiciary will regard the employer's right to injunctive protection from interference with his contracts as highly as, in the Truax case, it regarded his right to injunctive protection against tortious picketing. Contract rights have a clearer claim than goodwill to be classed as property. It is hard to see how this provision can fail to be idle.

The only provisions of the bill which seem to me to have a chance of limited vitality are those of Section 6—in substance that no injunction shall issue against picketing, congregating or persuading to quit. These provisions would not have their full face value. It would be easy for judges, as often in the past, to construe picketing, congregation and persuasion as intimidatory, or as deprived of their *prima facie* innocence by a malicious purpose, and to say that the legislature cannot be presumed to have intended to license malice or coercion. But the provisions would probably be effectual to the extent of eliminating from injunctions express prohibitions of picketing and persuasion as such.

That is not much. Yet it is doubtless with reason that employing interests have made a vigorous fight against the Illinois bill. Neither they nor the courts stand to profit from repeated nullification or avoidance of such measures.

WALTER NELLES

* If the bill is to be read as if the word "adequate" were included, this is merely a reiteration of the current formula, and the crux of the bill is the definition of property which will presently be considered.

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Books in Our Alcove

Edited by Leon Whipple

Under Which King, Bezonian?

SHALL we have a moral censorship of the press? Shall we print crime news? Shall we print publicity matter and propaganda in the news columns of our papers?

These three problems are arousing the most serious interest among editors, sociologists, educators and public moralists. But they are treated as three separate puzzles; whereas, they are but aspects of one great question: shall our vehicles of public communication (newspaper, stage, movie, radio) give the people whatever they are interested in, and let them select what is good for them: or shall society try to construct some sort of sieve or strainer by which the matter judged anti-social is not offered free to a public of all ages and intelligence quotients? Two schools of thought are growing up around these two ideas with respect to informing the public mind; and since these two schools are fighting all over the lot and probably will keep on fighting for a century or so, maybe it would help to ask what are they fighting over.

The À La Carte School believes in survival by struggle. Let every idea, ideal, vision of art or hypothesis of science be flung into the arena. Let those survive that can. Give the public perfect freedom of choice, and let those of the public survive who can. The result will be the selection of the strong idea and the strong soul. The rest will go down in the mêlée. It is the idea of the survival of the fit applied first to ideas, and second, to people who have to adapt themselves in the realm of mind and morals as the animal had to adapt in the realm of matter. This is the creed of the libertarian, the rebel artist, and strange bedfellow, the professional publicity man.

The Table d'Hote School believes rather in conscious evolution through some vaguely defined plan and control. They want to substitute intelligence for struggle. They feel that we may be able to proceed more quickly and at a lower spiritual cost if we do not offer to the miscellaneous public every aspect of sex from the beautiful to the pathologic, every report of crime regardless of the possible effects on young and subnormal minds, every bit of propaganda by contending political, national and economic interests. They have not made their case very clear as yet. They have not been able to establish very certain criteria as to precisely how much harm is done to people by sex plays, crime news, or multifarious propagandas. They have scarcely any ideas of what is a healthy idea and what a vicious one. They have no notion of what to substitute for the dangerous political censorship. But they have at least a logical conception that eugenics is a matter of mind as well of body, that pathogenic organisms lodge in the brain as well as the lungs, and that self-directed evolution of the race involves in some way the burden of protecting communication as well as water supply, and not depending on the ancient brutal way of Nature that developed immunity by murdering the susceptible.

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The libertarians and intelligenzia laugh at this as outrageous bunk. But it may be that what they mean is that conscious evolution of the race is outrageous bunk. But let us at least state the problem clearly: Conscious evolution is possible, or conscious evolution is not possible. Then, if we agree it is possible, or more modestly, worth trying, propose the second dilemma. Conscious evolution proceeds best when every idea is offered freely to everybody, or, when there is some selection either of the ideas to be offered, or the audiences to which they are given.

Chicago Brings Gifts

THE publication of the Social Service Series by the Graduate School of Social Service Administration of the University of Chicago is an interesting and original contribution to teaching and research in this field. Although it is twenty-five years since the first experiment in establishing a school of philanthropy was made, these volumes are almost the first actual transcripts of case records to be published for the use of such schools, and they have received an enthusiastic welcome from social workers as well as teachers of social work. Mary E. Richmond's interesting cases published in the Charity Organization Bulletin are not overlooked; but these cases were privately printed, cannot be purchased, and are not in libraries.

James H. Tufts in his report on Professional Education for Social Work called attention to the "general complaint of the lack of sufficient source material in form which is most desirable for critical teaching and which can be placed in the hands of all students." Professor Tufts' report went even further and expressed confidence that ultimately the schools themselves would meet this need and added: "Publication of such material is an illustration of what had been previously referred to as one of the two great functions of the professional school; namely, raising the standard of the profession through research and publication." The present series is a fine attempt on the part of one of the oldest of the schools to help to meet this need.

This material also holds significance for scholars in the social sciences. A reviewer in the Harvard Law Review speaks of the social case records in Immigration by Edith Abbott as a "novel and striking collection" and adds "no one would wish to miss them in their original form. In the hands of the social service teacher these cases can undoubtedly be made to yield lessons which the untrained reader cannot fully estimate; the student of administrative law naturally scans them with a view to gleaning material for his own purpose."

An economist reviewing the same volume in the Journal of Political Economy predicts, on the basis of the material already published, that "the series will be a distinguished success."

In addition to the two volumes already issued,* another volume in the immigration document series, Historical Aspects of the Immigration Problem, is already in press; and other volumes nearing completion include Public Welfare Administration (2 volumes), History of English and American Philanthropy (2 volumes), The State and the Child (documents and case records), a treatise on social statistics and a history of immigration legislation. These ten volumes are the result of the long experience of the two editors in attempting to establish in the social service field a graduate curriculum broad in scope and scientific in method. The contribution of Julius Rosenwald, a trustee of the University of Chicago and long a trustee of the old School of Civics, in helping to meet the initial cost of publishing the series, was a fundamental service as have been his many other gifts to pioneer work in education.

Ever since the Russell Sage Foundation's first grant (in 1907-08) to the old Chicago School of Civics, the school has laid special emphasis on social research, in the belief that the training of students for social statistical work could be best carried on through real investigations in the great laboratory of Chicago rather than in an artificial academic laboratory. During the past two years through the facilities provided by the organization of the Local Community Research Committee at the University of Chicago, the social research program has been greatly enlarged. In cooperation with this committee which consists of representatives of the various social science departments and the School of Social Service Administration, the studies of population and housing conditions in Chicago begun by students at the old School of Civics are being completed and the accumulated material finally prepared for publication. In addition graduate students of the school have also been engaged during the past year on the following local community studies:

Street Begging in Chicago; a study carried on in cooperation with the Wieboldt Foundation of Chicago;

A Study of the Intake of the Juvenile Detention Home of Cook County; a statistical inquiry made at the request of the Citizens' Committee because of the serious situation in the Home where the number of children received increased almost one hundred per cent in twelve months;

Housing Conditions in the Upper Federal Street District; an inquiry in one of the crowded negro quarters undertaken at the suggestion of the Commissioner of Public Welfare and in cooperation with the Department;

The Administration of the Illinois Child Labor Laws; a series of child labor studies including the employment in the Cook County Truck Gardens, and a special study of the children refused work permits because of physical defects;

The Adoption Laws and Their Administration in Illinois;

A Study of the Administration of the Laws Relating to the Insane.

A Study of Family Budgets and Standards of Living in Chicago, in cooperation with the departments of political economy and sociology and the Council of Social Agencies.

The publication of this series is a fitting conclusion of the experiment by one of our great coeducational universities in attempting to place education for social work on a plane with its other graduate professional schools. This year brings to a close the five-year experimental period of the School of Social Service Administration for which a group of trustees of the old Chicago School of Civics and Philanthropy provided the five year's budget. During the first year of the university connection the school enrolled 45 graduate students and 28 undergraduates. During the present year, there have been 90 graduate students, 35 undergraduates, and 90 students from other departments of the university. It is a real recognition of the rising professional standards in the field of social work that the president and trustees of the University of Chicago have decided that the school shall go forward as a permanent part of the graduate work of the university.

*FAMILY WELFARE WORK IN A METROPOLITAN COMMUNITY, *by Sophonisba Breckenridge.. University of Chicago Press. 938 pp. Price $4.50 postpaid of The Survey.*

IMMIGRATION, *by Edith Abbott. University of Chicago Press. 832 pp. Price $4.50 postpaid of The Survey.*

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Utopia à la Mode

THE SUPER-CITY, *by Robert R. Kern. Published by the author. George Washington University. 349 pp. Price $2.00 postpaid of The Survey.*

SURELY our present-day cities in their haphazard sordidness do scant justice to our boasted progress in method and invention available to the modern city builder. Professor Robert Kern has here undertaken a serious and utopian effort to show how we should take advantage of our opportunities and knowledge present and potential to build a city which will be convenient, comfortable, free from danger and disease. He concerns himself very little with how we are to adjust humanity to make this accomplishment possible, or to appreciate and enjoy its results. The "super-city" is to be brought about by efficient and orderly planning: if the city as a whole, and each detail, is properly planned, the result will be a perfectly harmonious, completely appointed community in which life will apparently correspond to that enjoyed by a guest in the finest hotels or largest ocean liners.

That certainty of success is very real to the author is shown by the minute way in which each of our daily needs is cared for, and by an appeal for members and funds with which to start at once upon a cruise to the modern Atlantis. In his description of the "New City" the author has incorporated every principle and idea for city planning —domestic service, education, mechanical improvement even to certain physical aspects of the English garden city such as the farm belt with the resultant conservation of leisure. The whole is embellished with an appropriate but amusing terminology. The *resiances* are many-storied dwellings with unstinted sunlight, on garden courts, with service and traffic hidden away. The *servisorium* is an adjoining area where daily needs such as eating, social intercourse, education and recreation are met. A second section is the city center for commerce and business; a third serves the industries.

His treatment of public utilities may seem fantastic, yet we commend his departure from the usual unimaginative methods of many of his contemporaries. In fact if his picture had been confined to a complete physical city plan, we might have overlooked the little details of compensatory economics which are unconvincing doubtless because of our bad habit of being practical. We would, however, expect a social economist to offer a scheme of sociology, if he attempts one, reasonably commensurate with the technical picture. He might, for example, have developed the idea that the beneficiaries of all this beauty and convenience are expected in turn to contribute other services to the community than the mere development of its literary and dramatic resources. We get the suspicion that the upper crust of society in this "super-city" has, in some obscure manner, paid in advance for passage and that its members wander about the beautiful decks and salons of a city floating in space while the chief engineer and captain on the bridge run smoothly forward to serve their least desire. There is no clear suggestion as in the true English garden city (with its workers released from tiresome and wasteful journeyings and useless non-productive operations) that such ease and pleasantness can only be developed upon a practical plan of mutual service in which each plays an integral part.

We find difficulty in following the author in his "Finances" and "Commercial Facilities" of the new city. We are lead into very novel and interesting speculations but never feel that they have been carried to logical conclusions. We subscribe enthusiastically to the truth that the present city supports innumerable overlapping and wasteful practices. "The general opinion of our time is turning from the idea that we should create opportunities for conducting business irrespective of whether there is need for them or not. It creates too much useless expense." The author believes that the "realtor" is largely useless, suggesting that several hundred real estate offices that now perform a more or less wasteful service in an entirely wasteful way will disappear in his Utopia, and their real functions taken over by highly trained clerks in a card reference bureau. We wonder whether the 390 of the original now useless 400 realtors will make better dramatic directors or culinary managers, or will they be among those who dine and dance above decks?

If we are insufficiently impressed with the complete logic and practicability of the social order here outlined, there yet remains a wealth of suggestion and reasonableness to interest and compensate the reader.

HENRY WRIGHT

Citizens of Business

A MERCHANT'S HORIZON, *by A. Lincoln Filene. Houghton Mifflin. 266 pp. Price $2.50 postpaid of The Survey.*

THE Filene Cooperative Association, though contemporary, is already a classic—one of our most successful experiments in representative government in business. It has been described and analyzed and criticized in the daily and labor press, in technical journals, and treated in books. What, however, has not hitherto received adequate presentation is the animating purpose which led Lincoln Filene and his brother Edward and their partners to invent and foster the particular type of management—employe cooperation—which has made the Filene store in Boston a living demonstration of the dynamic quality of democracy in America.

Mr. Filene's account of the inception, development, and manifold activities of the Cooperative Association is more comprehensive and authentic than its predecessors, and offers illuminating details not before printed. But not only for this reason should social workers and laymen in general read this book searchingly. Rather its contagious inspiration arises out of the intimate revelation of a great merchant's faith in the fundamental rightness of the democratic ideal, and of the experiences upon which that faith is based.

Mr. Filene holds the conviction "that the humanizing of all the devices of industry, mechanical, financial and managerial, is going forward on a scale so large as to constitute the outstanding industrial advance of our times." To him this humanizing and liberalizing process is the essence, and a necessary consequence, of the transformation of democracy from a millenial aspiration into a controlling reality.

> For a long time [he writes] democracy in industry was vigorously preached as an ideal. . . . So many splendid ideals have a way of remaining ideals. Yet in the span of a generation this ideal, once looked upon as unworkable, has pushed its way through the inertia that besets human nature, and has become a serious thing. . . in practice to a growing number. Yet with all our efforts to liberalize our business, we may not yet have evolved a commercial institution of the employes, for the employes, by the employes; yet to my mind this trend toward less arbitrary and more democratic practices, even in the little distance it has traveled thus far, is the striking social change of our time, and one of the most important. If this beginning had nothing else to make it important, it would be important still, for the further advances which it foreshadows.

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The type of company union or works council of which the Filene Cooperative Association is an unusually vigorous example, is often given the pickle-eyed squint by social radicals and trade unionists, who suspect that it is benevolent, futile, autocratic, in spite of its democratic appearance. Mr. Filene quotes the skeptic:

> Whenever you please you can wipe every bit of it from your books. You would be sure to do that in case some group of clever people put their heads together and plotted to use your scheme for taking your business away from you. And there would be no comeback. If you tore up your covenants and took your disbursements back again either to save yourself, or of your own free choice, not one of your employes could recover from you before a court of law. Naturally you run no risk!

No court of law, Mr. Filene concedes, might be able to take him to task. But he asks what about the court of public opinion? What about the court of employes and their views? "Those who had poured forth their energies," he declares, "in answer to our encouragement would leave us. Any spirited person would do that. Our organization would go to pieces. While we were rebuilding it, even on the old autocratic lines, our business might, indeed, be taken away, from us, but by our competitors."

If, Mr. Filene observes, our great business enterprises are to endure, like the political state they are coming more and more to resemble, they can no longer be handed down from one possessor to another like so much inherited personal property. "A business is a living thing, and to last it must be able to renew itself from within."

That is the point of view, the vision inspiring the development of the Filene Cooperative Association, which regards employes not as detached individuals, but as citizens of the enterprise.

It has made the Cooperative Association, not only an instrument for the promotion of democratic government but, even more, a school of citizenship. For "business itself is a school, a working laboratory; certainly business has now much more than 'business' to teach as the schools see for themselves when they come to business establishments to learn."

What of the trade union contention, made with considerable force of logic, that no group of workers can really be independent and secure in their independence unless they have ground of their own to stand on outside of the establishment from which they can meet the employer on terms of equality? Mr. Filene's answer to this query is not the stock, contentious and, therefore, unconvincing answer. He believes that the shop council movement is going to help the great labor organizations into a constructive position. "Thus far, unionism has been largely and necessarily a defensive movement, a retaliation against industrial autocracy. With the fading of that autocracy, and with the opening channels for cooperation, unionism will have to develop a leadership and a program as good, at least," and as well thought out as that of the works council movement. He admits that business is still too dynastic; on the other hand, he stresses the fact that neither the labor press of the country nor the voice of the leaders has as yet presented any program of national scope embracing the nation-wide needs and desires of American labor. "The columns of the labor journals are devoted to grievances, or they exult over 'victories' here and there." But American labor, he believes, is on the way to self-expression. "Events are working toward the creation of a spirit and a leadership in unionism which it would profit

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us all to watch and to assist as we can." For he recognizes trade unionism as "largely an assertion of this dignity that labor craves." And not the least of the values, which he finds in such organizations as the Filene Cooperative Association, is that together with other works councils it is one of the forces at work in shaping trade unions from defensive into constructive agencies.

"I have no thought," says Mr. Filene, "of offering a manual of instructions or an infallible guide to others. . . . There is only this that my associates and I know now and know positively, having learned it from life itself. If conscience is to count then the effort to democratize business must go on . . . . Others may call it what they please: democracy in the germ it seems to me, important enough in itself, but most important of all in the human betterments it seems certainly to foreshadow."

ROBERT W. BRUÈRE

The New Schools And Health

HEALTH EDUCATION, *A program for Public Schools and Teacher Training Institutions. Report of the Joint Committee on Health Problems in Education. Published by National Education Association.* 164 *pp. Price* $1.00 *postpaid of The Survey.*

THE report of the Joint Committee on Health problems is a valuable publication, first, to stimulate the teacher to a more comprehensive vision of what constitutes health; second, as a source of data very difficult for the individual teacher to collect; and third, in providing a comprehensive bibliography on the subject, which makes this report an index for reference work.

The mazes of interaction, conscious or unconscious, between the body and the rational and irrational factors of the mind make this subject as vast and intricate as life itself. For this reason it is worth while to make ourselves as conscious of and articulate about its various aspects as possible. For this reason also the experimental school would find it difficult, if not impossible, to codify the subject or to use a program in health instruction. To our minds the abandonment of teaching a new moral code has not reduced the moral influence of the school, but has greatly augmented moral consciousness. We must constantly call into question the right and wrong of behavior with a frequent thrashing out of its values in discussion on the part of pupils and teachers. So we believe that these integral experiences of the organism, its health, its very life cannot be taught by curriculum. For example, many children from modern ambitious homes ought to hear less of diet, vitamines, nervousness, et cetera in order to become healthy. Other types ought to be encouraged to cease from what appears on the surface to be wholesome activity in order to find their own inner existence. To some children it is a positive poison to be "cheerful" when they need to let some of their natural wholesome rebellion against conventional patterns of good behavior flow out until they are clear enough of resistances to have some spirit of their own. Individual help is needed constantly for the up-building of physical, mental and moral health and the Experimental School knows that "what is one man's meat is another's poison" and that personal supervision and education for health must be given frequently and spontaneously, either to the individual or to the group. The "health conscious" teacher, the one who lives vitally will teach health at every turn in the road; but perhaps not by great elaboration of information. If he is not health conscious he will never

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teach it, be he ever so well equipped with a program and the technique to use it.

We are in direct accord with the Joint Committee in the belief that the very young child can be taught the elements of physiology including reproduction. Children are enthusiastic to know about their bodies and amazingly simple in their questions and responses toward how life begins and works and in early answers to these questions lies often the basis of emotional stability and sound health. But here again we believe that the need of the individual child or the group should dictate the work given and that a special program cannot fill their needs.

And even as we believe that the health work in the lower groups of the Experimental School should be spontaneous and apparently incidental (which is not another way of saying sketchy and superficial), so we believe that high school and normal courses are not complete without definite and detailed work in physiology, biology and hygiene. Teachers of Health either through incidental methods or courses of study will find this compilation of material valuable to amplify their subject matter and stimulate their imagination as to lines along which they may create and present their work.

NAOMI HOWELLS
The Walden School

THE RUN OF THE SHELVES

Books are listed here as received. Many of those mentioned by name only in the classified sections below will be reviewed later.

Foreign and International Affairs

SYLLABUS ON INTERNATIONAL RELATIONS, *by Parker Thomas Moon. Macmillan. 280 pp. Price $2.00 postpaid of The Survey.*

OWING to the immense amount of publication in the field of international relations within recent years, there has been urgent need of a trustworthy topical and bibliographical guide. Such may now be found in Professor Moon's syllabus issued by the Institute of International Education. The purpose was to publish, if possible, a "syllabus and bibliography on international relations which because of its adequacy, accuracy and objectivity, would command the approval not only of college teachers but of the public in general and might result in its being used not only by college classes but also by forums, women's clubs, labor unions and other organizations." On the whole this result has been achieved. It might be possible to criticise in details. The reviewer regrets that he has been unable to find a section devoted to what he would call Common *vs.* Conflicting Interests of States. But the work is well done. It appears to be accurate, it is impartial and comprehensive, and international relations are viewed as a whole. The syllabus might be adapted to almost any purpose of reading, study or instruction. The outline, suggestions and references will prove invaluable to the general reader as well as to the special student. It is adapted to larger or shorter courses, whether of a special or general nature undertaken by groups or individuals. So, for example, it would be possible to use it as the basis for courses on Nationalism, Imperialism and World Politics, the History of International Relations, Economic Problems of International Relations, or International Organization. We await impatiently the publication of the promised companion volume on Imperialism and World Problems.

AMOS S. HERSHEY
Indiana University

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RECONSTRUCTION, *by J. D. Whelpley. Fund & Wagnalls Co. 383 pp. Price $3.50 postpaid of The Survey.*
THE FOREIGN STUDENT IN AMERICA, *by Association Press. 360 pp. Price $1.75 postpaid of The Survey.*
TURCO-EGYPTIAN QUESTION IN THE RELATIONS OF ENGLAND, FRANCE AND RUSSIA, 1832-1841—*2 volumes, by Frederick Stanley Rodkey. University of Illinois. 274 pp. Price $1.00 each volume postpaid of The Survey.*
THE BOLSHEVIK MYTH, *by Alexander Berkman. Boni & Liveright. Price $3.00 postpaid of The Survey.*

Industry and Economics

THE LABOR SPY, *by Sidney Howard. Republic Publishing Co. 199 pp. Price $1.00 postpaid of The Survey.*

EVERY real American should read these revelations on the industrial spy system in our midst. The evidence is overwhelming and convincing, based upon the actual reports of "operatives" and the letters and activities of the detective agencies who deal in this subterranean espionage. When about one-quarter of the present material appeared in the New Republic in 1921, such public indignation resulted that thirty thousand pamphlet reprints were needed to meet the demand. Now two years more of research by Mr. Howard and his collaborator, Robert Dunn, under the auspices of the Cabot Fund for Industrial Research have resulted in new and alarming evidence of the scope of the "profession." The moral of this disconcerting volume is not, we think, in what Mr. Howard proposes—the enactment of the recommendations of the Industrial Relations Commission of 1915 restraining the use of armed guards, the shipment of armaments (cannon and machine guns), the assumption by the state of its real duty to police strike territory, and "the regulation or prohibition of private detective agencies, private employment agencies, 'engineering bureaus,' etc." These would help, but will they change ideas of the people? You cannot police spying if there is no hatred of the very thought of the thing. We even have 'athletic spies' who try to break into the football rehearsals of rival colleges and we have the nauseous institution of 'secret practice.' The question is: What sort of a people are we getting to be who tolerate spies, agents provocateurs, "plants," "frame-ups," the double-cross, and every form of insidious treachery and dishonorable intrigue. Industrial spying is so rotten it could flourish only in a fetid atmosphere. The employer mistrusts his workmen, the detective agency preys on this distrust, the operative has to create what does not exist to prolong his job, and even at the end he may work in with the strikers, and take money with both hands. These relations are not in last analysis legal. They are ethical. Whatever permanent remedy is possible must come from uprooting the materialistic philosophy and reestablishing personal character.

L. W.

PROTECTIVE LABOR LEGISLATION, *by Elizabeth Faulkner Baker. Longmans, Green & Co. 467 pp. Price $4.50 postpaid of The Survey.*
AN INTRODUCTION TO SOCIOLOGY AND SOCIAL PROBLEMS, *by Walter Greenwood Beach. Houghton Mifflin Co. 369 pp. Price $2.25 postpaid of The Survey.*
INDUSTRIAL OWNERSHIP, *by Robert S. Brookings. Macmillan Co. 105 pp. Price $1.25 postpaid of The Survey.*
PRINCIPLES OF WAGE SETTLEMENTS, *by Herbert Feis. H. W. Wilson Co. 452 pp. Price $3.50 postpaid of The Survey.*
WAGES AND HOURS IN AMERICAN INDUSTRY, *by National Industrial Conference Board. 199 pp. Price $2.50 postpaid of The Survey.*
SOCIAL CONSEQUENCES OF BUSINESS CYCLES, *by Maurice B. Hexter. Houghton Mifflin Co. 206 pp. Price $4.00 postpaid of The Survey.*
THE QUEST OF INDUSTRIAL PEACE, *by W. M. Clow. Hodder & Stoughton, Ltd. 300 pp. Price $1.75 postpaid of The Survey.*
THE FEDERAL FARM LOAN BUREAU, *by W. Stull Holt. The Johns Hopkins Press. 160 pp. Price $1.00 postpaid of The Survey.*
THE RELATION OF WEALTH TO WELFARE, *by William A. Robson. The Macmillan Co. 176 pp. Price $2.25 postpaid of The Survey.*
TAX BURDENS AND PUBLIC EXPENDITURES. *National Industrial Conference Board. 70 pp. Price $1.50 postpaid of The Survey.*
THE TAX PROBLEM IN WEST VIRGINIA. *National Industrial Conference Board. 235 pp. Price $2.50 postpaid of The Survey.*
CHILD LABOR, *Selected articles on, Compiled by Julia E. Johnson. H. W. Wilson Company. 371 pp. Price $2.40 postpaid of The Survey.*
PUBLIC EMPLOYMENT OFFICES: *Their Purpose, Structure and Methods, by Shelby M. Harrison and Associates. Russell Sage Foundation. 685 pp. Price $3.50 postpaid of The Survey.*
INDUSTRIAL SOCIETY IN ENGLAND, *by Witt Bowden. Macmillan Company. 343 pp. Price $3.50 postpaid of The Survey.*
GERMAN TRADE ASSOCIATIONS, *by Archibald H. Stockder. Henry Holt & Co. 254 pp. Price $4.00 postpaid of The Survey.*

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COMMUNICATIONS

Marie Stopes

TO THE EDITOR: Your letter gives me an opportunity to draw attention to a paragraph in a recent article by Mrs. Gertrude Pinchot which might almost be considered libellous. The article was published on March 15. Mrs. Pinchot writes "Marie Stopes, Ph.D., is an authority on coal," and goes on to say that she has written a book with "a very definite bias." I hold no brief for Mrs. Stopes though I think her book easily the best that has been written on the subject of birth control. But why should Mrs. Pinchot, Dr. Dickinson and Dr. Dorothy Bocker all persist in pretending that she is not a biologist and at least as good an authority on this subject as themselves. The fact is that she is not only a Ph.D. but also a D.Sc. and has taught biology to budding medicos even if she has no medical degree. Her book is commended by leading physiologists and public health men in her own country. I hope that you will in future try to avoid the reflection of the petty prejudice which her success as a writer seems to have aroused in some of my colleagues!

Director Medical Department J. ROSSLYN EARP, M.D.
Antioch College

In Reply

In a book that is the most conspicuous that has been written on contraception, and one that is in very many ways the best, it is hardly "libellous" or "petty prejudice" to ask for a scientific attitude of mind rather than a special plea for a particular device, when the author is a scientist, a biologist, and a teacher of "budding medicos."

Dr. Stopes with a clinic run by midwives can hardly claim authority "at least as good" as that of a doctor with excellent gynecological training such as Dr. Bocker with her long series of picked, recorded cases. Nor would Dr. Stopes' claim rank with one of the seniors in American gynecology who has thousands of case histories, some covering thirty years, and many followed up as no other series has been followed. All credit to the courage of pioneer and reformer. There is so much credit that one need not lay too much stress on errors in method that have estranged the medical profession as a whole, and have prevented any well-known British gynecologist or obstetrician or urologist from advising or assisting that movement.

The rapid change in the attitude of the public here is shown by comparison with the prison sentences of 1916, the police attack on the meetings of 1921, and the thirteen sessions of the recent International Conference. The leading biologists and others as speakers, the notable audiences, the press notices, the decorum and importance, made a new record. The dignity and moderation of Mrs. Sanger and her readiness to act upon suggestions from the medical profession must disarm most of the previous criticism and objection. It is to be hoped that the same progress occurs in England.

ROBERT L. DICKINSON, M.D.
Secretary Committee on Maternal Health
New York

Chicago Schools Limit Drives

TO THE EDITOR: The editorial on page 78 of the April 15 issue of The Survey with regard to drives on public schools is extremely interesting.

You are not quite fair to Chicago however in your discussion of the matter, because I think Chicago is the first city in the country to meet this situation and make an effort to solve it. More than a hundred different organizations have asked for an opportunity to spread their propaganda (all of it good) in the schools of Chicago, but upon the recommendation of the superintendent of schools, the Board of Education by unanimous vote prior to the beginning of the present school year decided to limit these participations to six. This allowed them to be planned for in advance and they were thus made a part of the school program to the benefit of the schools and the causes themselves.

C. M. MODERWELL
President, Board of Education,
Chicago

Up and Down the Liberty Pole

TO THE EDITOR: Charities came in my mail years ago; later Charities and Commons. Then The Survey. There were intervals in between when I grew dissatisfied with teachings of discontent. Once more I tried The Survey two years ago but soon I did not care to see it further. Why?

You, the editor, are a smart man. Your mind is alert and you have made a profession of "progress." But I say, what kind of progress? Is it permanent and constructive or is it that which after sinking to the autocracy of brawn must regenerate through vast pools of blood to brain control more autocratic than now?

Will I subscribe again? Only if The Survey program is conservative and constructive and not "liberal." The Negroes are inferiors and, with their peers of other colors, can be helped but not by the efforts of The Survey of the past or through the influence of such intellectual Negro leaders as met in Carnegie Hall two years ago. They preached social equality, dissatisfaction and revolt. The Survey is interested in the Negro but, with revolution (rather than evolution) what can the Negro anywhere gain? The best answer is to study what the Negro has done when started off under favorable circumstances; say in Liberia; or in Haiti as pictured in the Geographic in 1921. It is not encouraging reading. What have they been able to do with the Northern equalities of four generations?

Tremendous responsibility rests on the shoulders of "Progress" and personally I feel in addition to the above this personified class should study well Stoddard's Revolt Against Civilization. "Progressives" are preparing the millions of descendants of C, C—, D, and D—, European peasants, not to mention inferiors of American descent, altogether totalling a very respectable proportion of the population, for a babbling revolt. Ultimately, i.e., after prolonged agitation by The Survey group, such may prove a temporary success but "Brawn" can never control "Brains" over long periods and the ultimate settlement both ways, downward in Bolshevist excess and back again, must be through Blood.

Is there no way out? Yes, relatively and by evolution, but not through preaching direct or quick result or equal progress for all as does The Survey. I write this simply to let you know that one individual, at least, being a doctor, is out of sympathy and wants to have nothing whatever to do with anything that breeds suffering.

Perhaps no one's words can enlarge the horizon of the Professional Social Reformer any more than it can the belief of a Fanatic Prohibitionist; this may be untrue at times but commonly logic tight compartments prevent. But at any rate I feel a certain satisfaction in letting you know some people are watching Survey movements and those of the Survey group with apprehension. Some may even have gone so far as to plan in

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tentative way a reactionary movement. Did you ever see The Birth of a Nation depicting revolution with its evidence of action and reaction? With Survey successful, shifting scenes will be forced to reenact the tragedy elsewhere. Chicago has had one glimpse; who will see the next scene; who the act and then the whole tragedy? The Survey seems bound irrationally to have this all come about even though the result be predestined as hinted above and again as shown clearly in that excellent volume The Rising Tide of Color. I say better stand for Superior Brains, Higher Birth Rate for A's and evolutionary progress in that Grandest of Countries, America, than for Darkest Africa, or similar state to be followed by Mongolia Supreme.

The Wilgus Sanitarium, Rockford, Ill. SIDNEY D. WILGUS, M. D.

Race Mixture

TO THE EDITOR: Your March Negro number comes as quite a new departure for a magazine striving for nation-wide circulation.

Those of us who have been reared with the Negroes have attachment for them, at times very warm, even though we know them from every angle.

My own recollection reaches back to the period during the war between the states, when as a young child I was largely under the control of a faithful servant who had been born in my mother's family and was early assigned to her as her personal maid, and went with her when she married and established her own home.

When this maid, Delia, finally married, the ceremony being performed in the home of her colored friend, my young sister and I were present as interested witnesses. Just as the preacher was getting well started my little sister broke forth into an outburst of sobbing and was joined by Delia, almost breaking up the wedding. In my mother's last illness she sent for this faithful servant-friend to nurse her, and it was she who closed her eyes after death.

When my mother's will was read we found that Delia was remembered, and as executor the first check I drew was for her.

As much as we held in esteem individual Negroes this esteem was not of a character that would tolerate marriage with them, though as we know now to our sorrow much illegitimate mixture occurred. While we slumbered this illegitimate mating went on and on until we have now in Virginia many thousands of white Negroes who until less than a year ago were quietly and persistently passing over the line. Aroused to the seriousness of the situation and the impending danger, the Virginia legislature in 1924 passed a "racial integrity" law defining a White person as one with no trace of other blood, forbidding the marriage of Whites and those with the least degree of mixture.

As state registrar of births and deaths, marriages and divorces, my task of properly classifying our population as to color began—a tremendous one.

We soon found, however, that control the situation as we may, we are helpless, so long as nineteen northern states and the District of Columbia permit the free intermarriage of the races. I therefore last October at the Detroit meeting of the American Public Health Association sounded a note of warning by calling attention to the seriousness of the situation. This paper, printed in the Journal, was copied in part in the Literary Digest of March 7. Complete reprints by request.

Hundreds of letters from all parts of the country show that Virginia is not the only state aroused to the situation. Congressmen and legislators have asked what they may do to stem the tide of miscegenation.

One of your articles describes the intermarriage of Negroes and Whites in New York city (page 681).

If you desire to do the correct thing for the Negro race join us in the effort to educate our young men as to the crime against the state and both White and colored races when they mix their blood with that of another totally opposite race. Inspire the Negroes themselves with the thought that the birth of mulatto children is a standing disgrace. The fact that many Negro females and particularly the near-White members of the race, willingly yield to the disgraceful proposals of lustful White men, is a stigma which on its face marks their illegitimate off-spring as undesirable additions to the White race. That in spite of the fact that such offspring may inherit from the father forceful qualities which combined possibly with good ones found in many Negroes, enable them to attain positions of prominence in various spheres of life.

Why should a near-White individual of Negro-White birth be free from the stigma of illegitimacy while a White one goes through life with this as a burden and handicap, not only in social but in business life? Is it that in the former this is considered as natural and to be expected, while in the White race it is not?

W. A. PLECKER, M.D.

State Registrar, Richmond, Va.

Breaking Paths

TO THE EDITOR: May I congratulate you on the Harlem number of the Survey Graphic. I think you have done a great service in making available so much information to students of the questions involved in large urban populations of Negroes.

The increasing race consciousness of the Negro and his determined thrust upward, his increased power of expression, in business, in art, and in literature, the dramatic change from rural to city living on the part of such great number of them, all unite to make the Negro news in a very live sense.

The Harlem Survey Graphic places at the disposal of inquiring minds a lot of leads into the extraordinarily elusive field of happy race relations.

New York L. HOLLINGSWORTH WOOD

Objections to the Amendment

TO THE EDITOR: I would ask your attention to a point or two forced upon me by reading Dr. Adler's article on The Child Labor Panic.

First. The pot calling the kettle black does not benefit any cause among thoughtful people. The propaganda in favor of the so-called Child Labor Amendment is of the most thorough and painstaking kind.

Second. The proponents of the amendment make a serious mistake *if* they really believe that the opposition to the amendment in its present form is confined to or largely due to manufacturing interests.

I had discussed the matter with a number of people from various sections of the country, all of whom were opposed to the amendment in its present form, before any intimation had come to me that there was any particular interest being manifested. All were opposed to the exploitation of children, but were opposed to the amendment because:

a) The states rights idea.
b) It gives Congress the power to send deputies into the home, and judging by some of the legislation of the past few years Congress would be capable of doing just that fool thing.
c) Or, if "that is not the intention" of the amendment, then such power should not be included in its wording.

The above is nothing new of course, but it is the thought of a good sized group of people who are in no way connected with manufacturing.

Winter Park Florida H. B. BOICE

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SOCIAL WORK SHOPTALK

ALL ABOARD—that is, if you are joining the brilliant company of nurses already announced as delegates and members at the Congress of the International Council of Nurses, which is to be held in Helsingfors, Finland, July 20-25. Florence M. Johnson, director of nursing service of the New York County Chapter of the American Red Cross is chairman of the transportation committee of the American Nurses' Association for the conference. More than eighty nurses have booked passage for Helsingfors already; the Caronia sails on July 8.

WHEN THE NURSES are starting their meetings in Helsingfors, the gavel will be calling to order the first biennial meeting of the World Federation of Education Associations, to be held in Edinburgh, Scotland, July 20-27. The agenda lists pre-school education, kindergarten age, elementary and secondary schools, education of character, illiteracy, adult education, teachers' training, world university and international relations. The Federation was founded at San Francisco in 1923. Details of the conference may be obtained from George C. Pringle, Educational Institute, Edinburgh, Scotland.

OTHER ITEMS for the serious European traveler (in addition to a list given in the issue of The Survey of February 15, page 619, and the Industrial Welfare Congress in Flushing, Holland, announced in Shoptalk on March 15) are the Third International Conference of the New Education Fellowship, Heidelberg, Germany, August 1-14; the Seventeenth International Esperanto Conference, Geneva, Switzerland, August 3-7; and the First International Congress of Child Welfare, Geneva, August 24-28. For information apply, respectively, to I. A. Hawliczek, 11 Tavistock Square, London, W.C.1; Bureau de l'Esperanto, 12 Boulevard du Theatre, Geneva, Switzerland; and the General Secretary, 4 Rue Massot, Geneva.

THIRTY YEARS of Service—A Tribute to Homor Folks, is the title of a little pamphlet got out by the Committee on Arrangements of the testimonial luncheon given Mr. Folks at the Fiftieth Anniversary Session of the National Conference of Social Work in Washington in May, 1923. The booklet contains the addresses on that occasion, and copies may be obtained from George A. Hastings, State Charities Aid Association, 105 East 22nd Street, New York city. It is seldom that a man's work has so many facets as Mr. Folks', and seldom that these have been more winningly presented by his friends while he is still very much "in the flesh."

THE MERRILL-PALMER SCHOOL of Detroit, Michigan, is offering for the year 1925-26, three fellowships for graduate study in the field of the psychology and education of the pre-school child. A preference will be given to students who are candidates for higher degrees. Some universities, by special arrangement, are willing to accept work done at this school as part of the requirements for a higher degree. It is entirely possible to do experimental work which will serve as the basis of a thesis for a degree. The fellowships pay $1,000 each. The facilities of the Merrill-Palmer School include two nursery centers; a psychological laboratory; and a consultation center to which physicians, parents and social workers refer young children for diagnosis and advice. The school is equipped to offer excellent courses in the health and nutrition of young childhood, which may be taken as a minor by students specializing in psychology. Applications giving full particulars of the academic background and of previous professional experience, if the candidate has had experience in schools, clinics, or social agencies, should be mailed to the Merrill-Palmer School before the end of the present academic year.

FRIENDS OF ROBERT A. WOODS will be glad to know that the Council of South End House at its last meeting elected Albert J. Kennedy as acting head worker. Mr. Kennedy has not only been long associated with Mr. Woods in the work at South End House, but in the national field, the one as president, the other as secretary in the National Federation of Settlements. Through their joint work South End House has long contributed to the statesmanship and self-knowledge of neighborhood work in a hundred centers; and it is a matter of congratulation that Mr. Woods' gifted lieutenant will bring from the national field the inspiration of wide horizons to the South End. It was to this Boston neighborhood that Mr. Woods brought not only the technique and the dynamic social insight of London's East End. Not the least of the values which Mr. Kennedy and his associates have to conserve is that of an innovator in whom "courage, intelligence and moral vitality found their balance."

FRANK J. BRUNO, for many years secretary of the Family Welfare Society of Minneapolis, and professor in the department of sociology, University of Minnesota, will become professor of applied sociology in Washington University next September in charge of the Training Courses for Social Work newly established to take the place of the Missouri School of Social Economy, which went out of existence last summer through the failure of the Missouri Legislature to make appropriation for its continuance as a branch of the Extension Department of the University of Missouri.

Students will specialize in social service subjects in the last two years of their undergraduate curriculum and will be qualified upon graduation to enter actively into the employ of social service agencies. Courses in social service have already been established in the Extension Department of Washington University and will be given in the summer school next summer. Members of the faculty of Washington University and social workers of St. Louis will also be included as lecturers.

Mr. Bruno's experience in social work includes service as secretary of the Associated Charities of Colorado Springs, Colorado; assistant superintendent, Charity Organization Society, New York city; director of the Home Service Division, Northwestern Division American Red Cross, and president of the Minnesota State Conference of Social Work. He is a member of the Executive Committee of the National Conference of Social Work and of the Executive Committee of the American Association of Social Workers. He has made intensive studies of social case work in St. Paul, Minnesota, and Denver, Colorado, each time at the request of the Community Fund in these cities.

MINNEAPOLIS is fortunate in having found an able successor to fill the gap which Mr. Bruno leaves behind him in the person of Joanna C. Colcord, who leaves her position as supervisor of the Charity Organization Society of New York city next September to become general secretary of the Family Welfare Association of Minneapolis. We haven't yet heard what on earth the C. O. S. is going to do.

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A ST. PATRICK'S DAY celebration of the Brooklyn Neighborhood Association first heard Miss Randall's amusing verses, read as part of the contribution of the Visiting Nurse Association of Brooklyn:

How They Grew

Once a little family livin' in a slum—
Known to any Agency?
Exchange reports "Not one."

Mama had a baby, just another son,
V.N.A. gave bedside care, then there was one!

Found the family had no clothes, not a single shoe,
Begged 'em off Salvation Army, then there were two!!

Family bank account was nil, called in B. of C.,
They gave temporary relief, then there were three!!!

Papa had a nasty cough, he'd had it oft before,
Board of Health sent him away, then there were four!!!!

Ma had the baby weighed each week—he simply wouldn't thrive,
She took him into the B.H.S., then there were five!!!!!

They put him on a formula, showed her how to fix,
C.A.S. gave her the milk, then there were six!!!!!!

Then Willie hit a trolley car, they thought he'd gone to Heaven!
Rushed him to L.I.C.H., then there were seven!!!!!!!

Little Mabel went to school, almost always late,
Truant officer paid a call, then there were eight!!! !!!!!

Some gossips thot the kids neglected, said it was a crime,
S.P.C.C. investigated, then there were nine!!!! !!!!!

Ma sneaked the family out of town, no one knew just when,
Some said she did it purposely to prevent there being ten!!!!!!!!!!

ELIZABETH RANDALL, R. N.

FRANCIS H. HILLER, formerly chief probation officer of the Juvenile Court of Charleston, West Virginia, has been appointed field secretary of the National Probation Association. This position has been recently created and Mr. Hiller is the first to fill it.

ANOTHER HOP, SKIP AND JUMP in staff changes takes Paul Benjamin to Louisville, Kentucky, as general secretary of the Louisville Family Service Organization in place of Linton B. Swift, whose appointment as executive director of the American Association for Organizing Family Social Work already has been announced on this page. For the past four months Mr. Benjamin has been legislative representative of the Public Charities Association of Pennsylvania.

ROBERT W. de FOREST, president of the Charity Organization Society, Survey Associates, the Russell Sage Foundation, and the Metropolitan Museum of Art, was elected president of the new Welfare Council of New York city at the organization meeting held late in April. The executive committee of the Council includes as members: Homer Folks, chairman; Cornelius N. Bliss, Allen T. Burns, Hon. Bird S. Coler, Robert W. de Forest, Henry J. Fisher, George J. Gillespie, Mrs. John M. Glenn, George J. Hecht, Darwin R. James, Rev. Robert F. Keegan, Joseph Keany, Frank J. Monaghan, James H. Post, Thomas J. Riley, Felix M. Warburg, and Dr. Linsly R. Williams. An equally impressive finance committee has been organized under the chairmanship of James H. Post. The executive committee was authorized to consider the appointment of an executive officer and the establishment of offices. It was announced that $50,000 had been contributed for the expenses of the first two years. The purpose of the Council is to bring about a more systematic and scientific plan of cooperative work among the city's two thousand private and public agencies, whose annual budgets in the aggregate exceed eighty million dollars.

"GLORIFYING the New York Social Worker," which opened March 30 for a single benefit performance at the auditorium of the Metropolitan Life Insurance Company in New York, earned $1,350 for the Caroline Country Club, the social workers' club in Hartsdale, New York.

This will go toward the fund of $30,000 for enlarging the club which is being raised among members and friends of social work. The A. I. C. P. as trustees of the club property have pledged $15,000 conditional upon the securing of the rest, and Bailey Burritt, Homer Folks, Harry Hopkins, Edward Hochhauser, Kenneth Widdemer are some of those who, under the leadership of Clare Tousley, the president, are busy extracting the necessary gifts. The Follies was the contribution of some seventy-five people, cast and the committee. The audience included most of the social workers of New York and many "Board Members." Perhaps the most amusing hit of the evening was the dialogue thrown on the screen by Better Times, wherein John Glenn regretted that he had only one wife to give to committees! Clare Tousley and Alice Buell repeated by request, with additions, the song and dance included in the National Conference Follies at Washington; the Henry Street nurses appeared in the High Stepping Blues; and the Westchester County Committee Children's Committee, the National Child Labor Committee, the Brooklyn Neighborhoods Association, the students of the New York School, put on skits. The snappiest bit of the evening was the ballet and dance of the clerical staff of the Social Service Exchanges of New York and Brooklyn. While not exactly outdoing Ziegfeld, the show led many of the audience to wish that social workers could raise their own budgets by just being funny.

In addition to the Follies, a personal canvass for gifts to the building fund is going on and the executive committee hopes to have the goal in sight by the end of May.

CATTARAUGUS COUNTY has lost its county health officer—the first in New York state—since Dr. Leverett D. Bristol who held that office for nearly three years, serving at the same time as director of the Cattaraugus Demonstration of the Milbank Memorial Fund, has come to New York city to direct the third demonstration undertaken by the Fund, this time in the Bellevue-Yorkville district. His able successor in Cattaraugus County is Dr. Stephen A. Douglass, who for more than a year has been chief of the Bureau of Tuberculosis of the County Health Department and medical superintendent of the County Tuberculosis Hospital.

BUT NOT ALL THE GOOD THINGS in the way of conferences are reserved for European travelers—despite the first paragraphs of page 258. There is, of course, the main circus with all its side shows in Denver, June 10-17; and the pleasant sequel offered by the National Tuberculosis Association for returning conferees and others in Minneapolis, June 17-20. And almost right away, in Sacramento, May 25-28, there is the California Conference of Social Work; while for easterners there is the eleventh annual convention of Girl Scouts, Boston, Massachusetts, May 18-24. A small select group of 150 will assemble at Chicago from June 22-26, at the invitation of the University of Chicago, for the annual conference on health education, called by the Health Education Division of the American Child Health Association. Registration for this meeting must be sent before June 1 to Emma Dolfinger, 370 Seventh Avenue, New York city.

From Girl Scouts, Inc.

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AMERICAN BIRTH CONTROL LEAGUE—President, Margaret Sanger, 104 Fifth Avenue, New York City. Objects: To educate American public in the various aspects of the dangers of uncontrolled procreation; to establish centers where married persons may receive contraceptive advice from duly licensed physicians. Life membership $1.00; Birth Control Review (monthly magazine) $2.00 per year.

AMERICAN COUNTRY LIFE ASSOCIATION—K. L. Butterfield, president; Henry Israel, executive secretary. Room 1849, Grand Central Terminal Bldg., New York City. Emphasizes the human aspect of country life. Annual membership $5.00 includes "Rural America" (monthly bulletin) and Annual Conference Proceedings.

AMERICAN HOME ECONOMICS ASSOCIATION—Lita Bane, executive secretary, 617 Mills Bldg., Washington, D. C. Organized for betterment of conditions in home, school, institution and community. Publishes monthly Journal of Home Economics: office of editor, 617 Mills Bldg., Washington, D. C.; of business manager, 1211 Cathedral St., Baltimore, Md.

AMERICAN PEACE SOCIETY—Founded 1828, labors for an international peace of justice. Its official organ is the Advocate of Peace, $2.00 a year. Arthur Deerin Call, secretary and editor, 612-614 Colorado Building, Washington, D. C.

AMERICAN SOCIETY FOR THE CONTROL OF CANCER—Frank J. Osborne, exec. sec'y; 370 Seventh Ave. New York. To disseminate knowledge concerning symptoms, diagnosis, treatment and prevention. Publication free on request. Annual membership dues, $5.00.

AMERICAN SOCIAL HYGIENE ASSOCIATION—370 Seventh Ave., New York. To promote a better understanding of the social hygiene movement; to advance sound sex education; to combat prostitution and sex delinquency; to aid public authorities in the campaign against the venereal diseases; to advise in organization of state and local social-hygiene programs. Annual membership dues $2.00 including monthly journal.

CHILD WELFARE LEAGUE OF AMERICA—C. C. Carstens, director. 130 E. 22d Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phases of child welfare in which they are interested.

COMMUNITY SERVICE—315 Fourth Avenue, New York City. A national civic movement for promoting citizenship through right use of leisure. It will, on request, help local communities work out leisure time programs. H. S. Braucher, secretary.

COUNCIL OF WOMEN FOR HOME MISSIONS—156 Fifth Avenue, New York. Composed of 20 Protestant national women's mission boards. Florence E. Quinlan, Executive Secretary.
Work among Farm and Cannery Migrants, Summer service for college students, Laura H. Parker, Executive Supervisor.
Bureau of Reference for Migrating People, follow-up of New Americans, Raymond E. Cole, Executive.

FEDERAL COUNCIL OF THE CHURCHES OF CHRIST IN AMERICA—Constituted by 28 Protestant communions. Rev. C. S. Macfarland and Rev. S. M. Cavert, Gen. Secs.; 105 E. 22d St., N. Y. C.
Dept. of Research and Education, Rev. F. E. Johnson, Sec'y.
Commissions: Church and Social Service, Rev. W. M. Tippy, Sec'y; International Justice and Goodwill: Rev. S. L. Gulick, Sec'y; Church and Race Relations: Dr. G. E. Haynes, Sec'y.

GIRLS FRIENDLY SOCIETY IN AMERICA—15 East 40th Street, New York. Girls and women working together to uphold Christian standards of daily living in the home, in the business world, and in the community. Numbers nearly 60,000, with branches in 44 states.

HAMPTON INSTITUTE—Trains Negro and Indian youth for community service. Advanced courses: agriculture, builders, business, home-economics, normal. Publishes "Southern Workman" and free material on Negro problems. J. E. Gregg, principal.

JOINT COMMITTEE ON METHODS OF PREVENTING DELINQUENCY—Graham Romeyn Taylor, executive director, 50 East 42d Street, New York. To promote the adoption of sound methods in this field, with particular reference to psychiatric clinics, visiting teacher work, and training for these and similar services; to conduct related studies, education and publication; and to interpret the work of the Commonwealth Fund Program for the Prevention of Delinquency.

NATIONAL BOARD OF THE YOUNG WOMENS CHRISTIAN ASSOCIATIONS—Mrs. Robert E. Speer, president; Miss Mabel Cratty, general secretary, 600 Lexington Avenue, New York City. This organization maintains a staff of executive and traveling secretaries to cover work in the United States in 1,034 local Y. W. C. A.'s on behalf of the industrial, business, student, foreign born, Indian, Colored and younger girls. It has 159 American secretaries at work in 49 centers in the Orient, Latin America and Europe.

NATIONAL CHILD LABOR COMMITTEE—Owen R. Lovejoy, sec'y: 215 Fourth Avenue, New York. Industrial, agricultural investigations. Works for improved laws and administration; children's codes. Studies health, schools, recreation, dependency, delinquency, etc. Annual membership, $2, $5, $10. $25 and $100; includes monthly bulletin, "The American Child."

NATIONAL CHILD WELFARE ASSOCIATION, INC. (est. 1912, incorp. 1914), 70 Fifth Ave., N. Y. C. (tel. Chelsea 8774). Promotes as its chief object the building of character in the children of America through the harmonious development of their bodies, minds, and spirits. Its method is, in co-operation with other organizations, to originate and disseminate educational material in the form of posters, books, bulletins, charts, slides, and insignia. Through its "Knighthood of Youth" it provides homes, schools and church schools with a method of character training through actual practice. Officers: Dr. John H. Finley, Pres.; Amos L. Prescott, Treas.; Charles F. Powlison, Gen. Sec'y.

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.—Dr. William H. Welch, honorary president; Dr. Charles P. Emerson, president; Dr. Frankwood E. Williams, medical diector; Dr. Clarence J. D'Alton, executive assistant; Clifford W. Beers, secretary; 370 Seventh Avenue, New York, New York City. Pamphlets on mental hygiene, mental and nervous disorders, feeblemindedness, epilepsy, inebriety, delinquency, and other mental problems in human behavior, education, industry, psychiatric social service, etc. "Mental Hygiene," quarterly, $3.00 a year; "Mental Hygiene Bulletin," monthly, $.50 a year.

NATIONAL CONFERENCE OF SOCIAL WORK—Wm. J. Norton, president, Detroit, Michigan; W. H. Parker, Secretary, 25 East Ninth Street, Cincinnati, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The fifty-second annual meeting of the Conference will be held in Denver, Colorado, June 10th to 17th, 1925 Proceedings are sent free of charge to all members upon payment of a membership fee of five dollars.

NATIONAL COMMITTEE FOR THE PREVENTION OF BLINDNESS—Lewis H. Carris, managing director; Mrs. Winifred Hathaway, secretary; 130 East 22nd St., New York. Objects: To furnish information, exhibits, lantern slides, lectures, personal service for local organizations and legislation, publish literature of movement—samples free, quantities at cost. Includes New York State Committee.

THE NATIONAL COUNCIL OF THE YOUNG MEN'S CHRISTIAN ASSOCIATIONS OF THE UNITED STATES OF AMERICA—347 Madison Avenue, New York City (Telephone, Vanderbilt 1200). Composed of 344 business and professional men, representing 1,540 Associations in 48 states, Hawaii, and the Canal Zone, and 388 Associations in 32 Foreign Lands. Officers: F. W. Ramsey, Cleveland, O., President; Adrian Lyon, Chairman of the General Board; John R. Mott, New York, General Secretary.

NATIONAL COUNCIL OF JEWISH WOMEN.—2109 Broadway, New York. Miss Rose Brenner, pres.; Mrs. Estelle M. Sternberger, ex. sec'y. Promotes civic cooperation, education, religion and social welfare in the United States, Canada, Cuba, Europe.
Department of Immigrant Aid—799 Broadway. Miss Florina Lasker, chairman. For the protection and education of immigrant women and girls.
Department of Farm and Rural Work—Mrs. Leo H. Herz, chairman, 5 Columbus Circle, New York City.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—Member, National Health Council—Anne A. Stevens, R.N., director, 370 Seventh Avenue, New York. For development and standardization of public health nursing. Maintains library and educational service. Official Magazine, "Public Health Nurse."

NATIONAL PHYSICAL EDUCATION SERVICE—315 Fourth Avenue, New York, N. Y. To obtain progressive legislation for physical education. Established at the request of a committee created by the United States Bureau of Education; 35 national organizations cooperating. Maintained by the Playground and Recreation Association of America.

NATIONAL TUBERCULOSIS ASSOCIATION—370 Seventh Ave., New York. Dr. Livingston Farrand, president; Dr. Linsly R. Williams, managing director. Pamphlets on methods and programs for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. Journal of the Outdoor Life, popular monthly magazine, $2.00 a year; American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

NATIONAL URBAN LEAGUE—For social service among Negroes. L. Hollingsworth Wood, pres.; Eugene Kinckle Jones, exec. sec'y; 127 E. 23rd St., New York. Establishes committees of white and colored people to work out community problems. Trains Negro social workers. Publishes "Opportunity"—a "journal of Negro life."

NATIONAL WOMEN'S TRADE UNION LEAGUE—Mrs. Raymond Robins, honorary president; Mrs. Maud Swartz, president; 311 South Ashland Blvd., Chicago, Ill. Stands for self-government in the work shop through organization and also for the enactment of industrial legislation. Information given.

PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA—315 Fourth Avenue, New York City. Joseph Lee, president; H. S. Braucher, secretary. Special attention given to organization of year-round municipal recreation systems. Information available on playground and community center activities and administration.

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RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—John M. Glenn, dir.; 130 E. 22nd St., New York. Departments: Charity Organization, Child-Helping, Industrial Studies, Library, Recreation, Remedial Loans, Statistics, Surveys and Exhibits. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

TUSKEGEE INSTITUTE—An institution for the training of Negro Youth; an experiment in race adjustment in the Black Belt of the South; furnishes information on all phases of the race problem and of the Tuskegee idea and methods; Robert R. Moton, prin.; Warren Logan, treas.; A. L. Holsey, acting sec'y, Tuskegee, Ala.

WORKERS' EDUCATION BUREAU OF AMERICA—Spencer Miller, Jr., sec'y; 476 West 24th St. A clearing-house for Workers' Education.

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